

REPUBLIC OF RWANDA



National Policy on Workplace Learning to Prepare Rwandan Youth for Employment (Workplace Learning Policy)

2015

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List of Abbreviations/Acronyms

CESB	Capacity Building and Employment Services Board
EDPRS	Economic Development and Poverty Reduction Strategy
ESSP	Education Sector Strategic Plan
ETO	Ecole Technique
IAP	Industrial Attachment Program
IFAD	International Fund for Agricultural Development
IPRCs	Integrated Polytechnic Regional Centre
KIST	Kigali Institute of Science and Technology
MIFOTRA	Ministry of Public Service and Labour
MINEDUC	Ministry of Education
MINICOM	Ministry of Trade and Industry
MoU	Memorandum of Understanding
MSE	Micro- and Small Enterprises
NCBS	National Capacity Building Secretariat
NEP	National Employment Program
NQF	National Qualifications Framework
PPPMER	Projet pour la promotion des petites et micro entreprises rurales au Rwanda
PSDS	Private Sector Development Strategy
PSF	Private Sector Federation
PWD	People with Disabilities
RDB	Rwanda Development Board
RPL	Recognition of Prior Learning
RTQF	Rwanda TVET Qualifications Framework
SSC	Sector Skills Council
TSS	Technical Secondary School
TVET	Technical and Vocational Education and Training
WDA	Workforce Development Authority
YNIP	Youth National Internship Program

1 Issue

Skills are essential for the development of Rwanda. Numerous analytical reports and policy documents, for example the Private Sector Development Strategy (PSDS), have identified the shortage of relevant skills as a major impediment to economic growth and competitiveness. Skills are lacking throughout the economy, among people working in the private sector and at public workplaces, as well as among young labour market entrants. The National Capacity Building Secretariat (NCBS) is currently in the process of formulating a National Capacity Building Strategy to comprehensively address skills and capacity deficits.

With respect to new labour market entrants, it is a major challenge of the education and training system that learning is theory-based and that learning outcomes are mostly not aligned with the needs of the labour market. Graduates from the technical and vocational education and training (TVET) system and from higher education lack practical skills and important core skills like communication, positive work habits, team work, analytical and problem solving skills, and the ability to work independently, flexibly and innovatively responding to customer needs and a business environment. These skills are also essential to enable the Rwandan youth to find employment or venture into self-employment. The prevailing skills mismatch is identified in the 2009 National Skills Audit as a major contributor to youth unemployment.

Against this background, the TVET and higher education systems in Rwanda currently undergo fundamental reform efforts. The aim is to transform the existing skills development structures into a dynamic system that is based on the demand in the labour market, accessible to an increasing number of youth, and able to create the necessary skills, knowledge and attitudes among the Rwandan workforce to productively contribute to economic and social development and to meet the country's competitiveness challenges that come with the East African regional integration. A key reform challenge is to integrate the country's employers and companies into the education and training structures, necessary to continuously safeguard employment-demand responsiveness of the system and to develop skills development programs that focus on practical and employable skills. Access to TVET and higher education increased considerably during recent years. For example, enrolment rates in formal TVET grew from 35,000 to 84,000 between 2007 and 2013. However, there is need to further increase the system's capacities in terms of quantity and quality to meet the employment targets set out in the *Economic Development and Poverty Reduction Strategy (EDPRS) II*. In this context, the *National Employment Programme (NEP)* calls for more apprenticeship and internship programs delivered in conjunction with companies.

Workplace learning represents an important way to improve quality and relevance of skills development. For the purpose of this policy the term *workplace learning (WPL)* denotes all professional or occupational training and learning that takes place in a real workplace (and not in a training or higher education institution) and that is intentional. The Box overleaf describes the most important types of workplace learning in Rwanda. Workplace learning can be organised as apprenticeship training, industrial attachment or internship addressing mainly the training and learning needs of young new labour market entrants. These types of workplace learning are covered under this policy. However, workplace learning also occurs as

Different Types of Workplace Learning in Rwanda – Definitions

Attachment (or industrial attachment):

An attachment is a compulsory part of an education program, usually implemented in the TVET sector and in higher education. Participants are students, and the successful attachment is a pre-requisite for graduation and certification. Although the learning may be structured, the main purpose of an attachment is work exposure, i.e. putting into practice what has been learnt before. An example is the Industrial Attachment Program (IAP) in the TVET sector.

Internship:

An internship is similar to an attachment. However it is not part of an educational learning program, but an own-standing work experience scheme, aimed at easing the entrance into work of a young person. Supported internship programs, for example the *Youth National Internship Programme*, are youth-targeted active labour market interventions. Internships are also offered by companies.

Apprenticeship training:

Unlike attachments and internships, which primarily aim at work experience, apprenticeship training is a structured - usually pre-employment – training in the real world of work. Apprenticeship training aims to build full occupational competence of apprentices. Apprenticeships are longer than attachments and internships and imply a considerable commitment to and ownership of the training by the involved employer/enterprise. It is suggested to distinguish between two different main types of apprenticeship:

Traditional apprenticeship in the informal sector:

Traditional apprenticeship describes a more or less formalized training relationship between a traditional master and a young person. The young person commits her-/himself to work for the master as an assistant and will be instructed by the master to learn on-the-job. Training is not based on a prescribed curriculum, and learning contents are determined by the kind of work conducted in the training enterprise. Traditional apprenticeship does not necessarily lead to formal qualifications, but recognition of prior learning can be introduced.

In Rwanda and other countries, programs of *sponsored traditional apprenticeships* offer financial rewards and other benefits to traditional masters if and when they provide training to specially defined target groups.

Cooperative apprenticeship training with companies in the formal sector:

Cooperative training is a modern form of apprenticeship. An important learning location is a company, but the training is complemented by basic, generic and theoretical training modules, delivered in a training institution. Usually, cooperative training is governed by a formal training contract, is based on a learning plan or curriculum and aims at a formal qualification. An internationally well-known and highly recognized cooperative training scheme is the “dual system” in German speaking countries.

TVET in companies:

Specifically widespread in Rwanda, a special form of workplace learning where TVET provided in and by companies. It is also often called “industry-based training”. Usually, an enterprise has established a training unit - separate from production – as an additional commercial wing. Training may be delivered by the enterprise owner, typically in micro and small enterprises, or by extra employed staff. It is a kind of training centre within an enterprise, hence “TVET in companies”. The differences between TVET in companies and normal TVET or higher learning are the vicinity of learning to the workplace, the fact that often learners may also be involved in productive activities and that the trainers are often experienced industry-practitioners.

Company-based (skills upgrading) training

Finally, the term “company-based training” denotes to all kinds of training and further training that an employer provides to his employees. As this kind of workplace learning targets the existing workforce, it is not dealt with in this policy.

Life-long learning while people are working. But this type of workplace learning - although considered highly relevant for the further development of Rwanda's economy - is not specifically addressed in this policy, as the policy is distinctively prepared to improve access and relevance of Rwanda's youth in their transition period from education to work.

A large number of countries facing challenges similar to those of Rwanda are currently introducing workplace learning schemes, in particular apprenticeship training programs. Learning at the workplace exposes students to real-life work experience. It is an important mechanism to develop the right set of core and technical skills required in the labour market and as such an indispensable supplement to TVET and higher education programs that are provided in training and education institutions.

Learning in a professional setting through attachment periods provides TVET and higher education students an opportunity to put into practice what they learnt in training institutions and universities. Internship periods help unemployed youth to gain practical work experience and relevant skills to improve their employment chances or to gather sufficient experience to start their own business. On the other hand, apprenticeship training constitutes a long-term and comprehensive workplace learning experience. Apprenticeship graduates are expected to be equipped with a comprehensive set of technical and core skills and to be immediately ready to work.

In Germany, for example, where half of all general education graduates join apprenticeship training, youth unemployment is the lowest in the European Union, and youth unemployment rates have never been significantly above unemployment rates for the entire work force.

Workplace learning is also benefitting industry and individual companies. In the long run, the Rwandan economy as a whole will gain in productivity and international competitiveness, if new labour market entrants are better and more practically skilled in line with market demands. Individual companies even gain immediately, when participating in workplace learning through opening their workplaces to learning youth. If workplace learning is appropriately organized, the attachment students, interns or apprentices will take over duties at the workplace and thus become productive members of the company's workforce. If a company need to recruit new staff, it can save recruitment and induction costs if it takes on the youth that has been learning in the company. Participation in workplace learning increases the reputation of a company, especially if such participation is publicly acknowledged.

In Rwanda, a number of initiatives to provide attachment, internship opportunities and apprenticeship training to youth have been implemented in the past. Evaluations show that these schemes were all successful to improve labour market outcomes, i.e. participating youth were getting employment easier and faster, increased their income opportunities or were better equipped to be successful in self-employment. However, the further expansion of workplace learning in line with the increasing number of young Rwandans entering the labour market is faced with considerable challenges: The number of workplace learning opportunities provided by companies does not meet the growing demand; capacities of companies to appropriately train, guide and supervise interns and apprentices are underdeveloped; many of the existing workplace learning schemes are not certified; and

finally, necessary systems, structures and regulations to foster and manage workplace learning are absent or not effective, and minimum quality standards are missing.

Attachments

Industrial attachments have always been an important part of most programs in the TVET sector. In an attempt to harmonize and streamline those attachment initiatives of individual training providers, the Workforce Development Authority (WDA) developed the Industrial Attachment Program (IAP) in 2011. The IAP is a package of rules and interventions to structure, govern, facilitate and supervise industrial attachments throughout the Rwandan TVET system. With the IAP, attachments of a minimum of two months have become a compulsory element in all formal TVET programs governed by clear stipulations about roles and responsibilities of all stakeholders. In comparison, the attachment practice in higher education is less structured. While many programs, notably in the Kigali Institute of Science and Technology (KIST), demand an industrial attachment, the laws and regulations governing higher education do not prescribe a compulsory attachment module in educational programs. Where students have the chance to experience attachments, these are usually not appropriately structured and supervised. There are no minimum standards and requirements for receiving institutions and in times, supervisors have a lower educational attainment than the students they are supposed to guide.

Overall, some progress with industrial attachments can be observed during recent years. The IAP was instrumental to consolidate and improve the quality of industrial attachment in the TVET sector. The attachments are highly appreciated by students. However, most TVET providers still encounter difficulties securing attachments for all their students. At least around one-fourth of TVET students do not manage to undergo attachments. Most TVET providers are short of funds to appropriately implement the new IAP. They have not managed to employ an industrial liaison officer and are short of transport resources to secure and supervise the attachments. In higher education, an increasing number of higher learning programs have lately introduced the requirement for students to undergo workplace attachments, but more standardization is necessary.

Internships

Internships in Rwanda are a known and established instrument to provide youth with the opportunity to gain work exposure and experience, build occupational competences, deepen technical skills that were imparted during education and improve their readiness to work. These internships are usually designed as active labour market programs aimed at supporting employability and work readiness of unemployed and/or vulnerable youth. The most important current scheme is the Youth National Internship Program (YNIP), brought on the way in 2009 by the Rwanda Development Board (RDB) and since 2014 implemented by the National Capacity Building Secretariat (NCBS). During fiscal year 2013/14, 800 graduates were placed. The target for 2014/15 is set at 1,100 placements. The number of applications from graduates by far exceeds available internship places. Until now, most interns - all university graduates - are placed with public institutions. NCBS and the Private Sector Federation (PSF) have now signed a Memorandum of Understanding (MoU) to foster cooperation with the private sector. Similar programs targeting TVET graduates have been

implemented in the past, e.g. by the PSF and GIZ. However, all these programs, which were facilitating placements and provided allowances to interns, stopped when funding from development partners came to an end. There are also considerable, yet unrecorded, internship programs run by individual companies and training providers.

Analysis of internship experience in Rwanda has revealed substantial evidence that internships improve labour market outcomes of participating youth. Evaluation findings also suggest that those programs that are centrally organised encounter more difficulties to integrate private sector companies. More decentralised programs operating in direct contact with private sector companies are more successful in this regards. An issue with internship is the lack of recognized certification. Beneficiaries would improve their employment chances, if they could officially prove the successful completion of the internship.

Apprenticeship training

A formal cooperative apprenticeship system combining workplace learning with supplementary school-instruction is unknown in Rwanda. Donor-funded pilot programs for the introduction of cooperative apprenticeship training in selected priority sectors and occupations are currently in preparation and expected to start in 2016.

As all over Africa, traditional apprenticeship training in the informal sector is widespread and most likely the most important system of skills development especially for youth without access to formal post-basic education and training. A World Bank study conducted in 2010/11 suggested that more than 80% of all MSEs in those sectors where apprenticeship is common did employ apprentices. The 2008 Rwanda Business Operator Survey revealed that in Kigali more than 50% of MSE managers had attended apprenticeship training in their youth. There are indications that traditional apprenticeship training is most frequent in tailoring, metal work, carpentry and automotive repair, but also common in all other occupations where technical skills are important. However, traditional apprenticeship is still very much a system for male youth, because most of the occupations, where apprenticeship training is common, are male professional destinations. The majority of youth in the traditional apprenticeship system do not pay for the training, but rather receive some payment to reward their productive work in the enterprise. As such, traditional apprenticeship is an attractive and accessible avenue for TVET skills development for poor Rwandan youth. At the moment, mechanisms to obtain a formal and recognised certificate for the skills acquired through traditional apprenticeship do not exist. However, this situation can potentially change, as the WDA is currently introducing a system of recognition of prior learning (RPL), whereby informally trained craftspersons can be assessed and certified.

During the last 15 years, a number of initiatives to sponsor traditional apprenticeship training for vulnerable target groups emerged in Rwanda. The flagship program was the IFAD-funded Rural Small and Microenterprise Promotion Project (PPPMER). Sponsored traditional apprenticeship training projects typically offer training fees to traditional masters for taking in apprentices over a relatively short training duration, provide some sponsorship to the apprentices, and include capacity building packages for the participating masters and further work-readiness training and business start-up support to the participating youth. There are some indications that these projects supported a trend in Rwanda of informal sector operators

turning into micro-training providers, with the result that increasingly traditional apprenticeship arrangements are replaced with short-term training periods offered in the informal sector against training fees.

2 Context

Rwanda's national development agenda, *Vision 2020*, envisages that the country attains middle-income status by the year 2020. The third mid-term development plan, the *Economic Development and Poverty Reduction Strategy (EDPRS) II*, focuses among others on the creation of 200,000 new jobs annually. This is in response to the country's urgent need to put its young labour market entrants into productive use in order to sustain and accelerate economic growth. Moreover, a structural transformation of the country's economy is needed to facilitate the movement of its workforce away from scarce agricultural land to higher productivity non-agricultural activities. The ambitious development goals of the Government require a bold response of the country's education and training systems to provide increasing opportunities for relevant skills development in order to prepare young Rwandans for productive employment and self-employment.

The efforts to strengthen workplace learning respond to an increasingly widespread emphasis in the Rwandan policy framework to deepen the linkages of the education sector with the world of work, and to increase the relevance of skills development through stronger partnerships with enterprises. The shortage of an appropriately skilled workforce in high-growth sectors and widespread unemployment of young Rwandan labour market entrants has directed public attention towards appropriate mechanisms to enhance the quality of skills development, to improve the employability of graduates, and to find ways to swiftly react to changing skills needs in the Rwandan economy. Learning in the workplace through apprenticeships, internships and industrial attachments is generally considered a still underdeveloped resource to achieve these goals.

Against this background the EDPRS II under its theme "Productivity and Youth Employment" calls for increased efforts to engage companies in training and increase their involvement in internships, apprenticeships and work experience programs. The *Education Sector Strategic Plan (ESSP) 2013/14-2017/18*, which commits itself to deliver a significant increase in access to high-quality TVET that meet the demand of the current and future labour market, proposes much stronger participation in the provision of training from the side of employers, industry bodies, the private sector more broadly, and those responsible for leading and steering the economic development process. It also calls for a massive increase in practice-based learning opportunities, including apprenticeships, internships, industrial attachments and work placements.

Responding to this new emphasis formulated in the EDPRS II and the ESSP, cooperation with the private sector is a major theme in the *Draft TVET Policy 2013/14-2017/18* of March 2014 and the *National TVET Strategy 2013/14-2017/18*. The TVET Strategy reflects an important paradigm shift in Rwanda placing quality and relevance of TVET as its priority. It recognizes that a mere expansion of TVET is not appropriate to solve the problems of unemployment and low productivity in the economy, and thus does not represent the right response to combating poverty. To assist the achievement of the ambitious goals set in the EDPRS II, the strategy

highlights the importance of TVET creating a competent, motivated and adaptable workforce capable of driving economic growth and development. Consequently, strengthening the participation of the private industry sector in TVET is defined as one of the strategic objectives in the strategy.

A central focus of the TVET Strategy in the area of workplace learning is the modernization and further development of the traditional apprenticeship system. Under its Strategic Intervention 8.2, which foresees the establishment of a system of industry-based training, the strategy acknowledges the importance of the traditional apprenticeship system as the main road to skills development for the poor, and seeks to contribute to its development through increasing its quality and recognizing informally acquired skills through recognition of prior learning (RPL) schemes: “Consequently, these formally recognized competencies ensures access to formal education and, eventually, to break out of this vicious circle of low skills, low productivity and low income many youngster find themselves in”.

The development of traditional apprenticeship is supposed to play a critical role in the implementation of the first pillar (Skills Development) of the *National Employment Program (NEP)*. With the aim to enhance hands-on skills through critical mass of short term vocational training and apprenticeship, up to 70,000 youth are planned to undergo short skills development courses, provided either by TVET institutions or through traditional apprenticeship. Training interventions should be aligned with available business opportunities at the local level and should respond to private sector needs. Traditional apprenticeship is particularly seen as a practical avenue for youth without formal educational qualifications. The NEP suggests the need to devise ways to link this training mode to the national TVET system, and to provide master trainers with additional skills development and certification.

The NEP furthermore calls for initiatives to link public works and labour intensive employment programs, such as the VUP Public Works program, to on-the-job training possibilities in order to promote sustainable employment for participating youth.

While the NEP and the TVET Strategy focus on traditional apprenticeship and learning in the informal sector as a strategy to increase access for vulnerable youth, the Rwanda’s *Private Sector Development Strategy* also makes a strong argument for more emphasis on apprenticeship and internships in the formal sector. The report argues that an increasing number of firms identify an inadequately educated workforce as a major constraint to growth and competitiveness, and that a lack of adequate numbers of appropriately skilled workers is affecting particularly the development prospects of high growth sectors. Lacking among new labour market entrants is the right combination of cognitive, social and technical skills, and these can best be addressed by training at the workplace. The report therefore recommends, inter alia, to promote industry-based provision of training, as well as attachment and internship placements within firms. Efforts should be increased to encourage private sector involvement in training, among others through tax incentives.

With a view to come up with a coordinated and comprehensive national approach to improving skills and capacities, the NCBS is currently in the process of formulating a National Capacity Building Strategy. This Workplace Learning Policy will be one building brick of this overarching capacity building framework.

The successful implementation of this Workplace Learning Policy depends on progress and achievements in other related policy fields, notably in the domains of TVET, education and national employment promotion. For example, the Workplace Learning Policy strongly calls for the official recognition of workplace learning achievements. Such recognition is dependent on the progress in the implementation of the Recognition of Prior Learning (RPL) system defined in the TVET policy and strategic framework. Furthermore, recognition of learning achievements and qualifications within the context of a comprehensive lifelong learning career will require the further development of the National Qualifications Framework (NQF), and the articulation of the present Rwanda TVET Qualifications Framework (RTQF) with the NQF. Although issues such as RPL and NQF are not the mandate of this Workplace Learning Policy, the policy will call for further action in those related policy domains in order to improve the framework conditions for its own implementation.

3 Vision and Objectives

The major goal of the new Workplace Learning Policy is to create systems, institutional structures as well as standards and regulations that ensure the full use and recognition of the country's potential of training and learning at the workplace in order to increase the relevance and marketability of skills.

3.1 Vision and Mission

The **vision** of the Workplace Learning Policy is to unleash Rwanda's potential of workplace training and learning through the development of modern apprenticeship training, and increased internship and attachment opportunities, in order to ensure that skills development for new labour market entrants responds to the needs of the labour market and assists an increasing number of Rwandan youth to find employment and participate in the country's development.

The **mission** of the policy is to nurture and facilitate the development of workplace learning systems in Rwanda that are owned and driven by employers/industry, adequately respond to the skills needs of the growing Rwandan economy and provide an avenue towards formal qualifications recognized on the Rwandan National Qualifications Framework.

3.2 Policy Objectives

Five broad policy objectives will be instrumental to achieve the overall vision:

1. To develop a modern, recognized and sustainable apprenticeship system in partnership with companies in the formal and informal sectors
2. To improve systems and management of attachment and internship programs
3. To develop an institutional framework for the coordinated promotion, facilitation and implementation of workplace learning with strong private sector influence

4. To create sustainable incentive structures for companies
5. To create knowledge and public awareness about workplace learning

3.3 Target Group of the Policy

This Workplace Learning Policy specifically addresses the training and learning needs of Rwandan students and labour market entrants, i.e. school leavers, young people undergoing TVET or higher education programs, and all other young people in need of training and workplace exposure to facilitate a smooth school-to-work transition.

According to the definition outlined before, skills upgrading of workers in industry, provided or organized by a company presents part of workplace learning. However, this sub-system is not directly addressed by this policy, but it will be indirectly benefitting from its implementation through better recognition of workplace learning, capacity development and the development of incentive structures.

4 Analysis

4.1 Challenge

Rwanda needs young labour market entrants who are equipped with practical and employable skills in line with the needs of employers and the market, and who are flexible and adaptive to spearhead the economic and technological transformation that will carry Rwanda to middle-income country status. As requested in different analyses and policy documents - and demonstrated by other countries' experience - the further development of workplace learning is a key strategy for achieving better practical and employability skills, and a higher level of flexibility and adaptability of the workforce. The policy therefore tries to identify the most effective and efficient mechanisms to expand and to deepen workplace learning opportunities for Rwanda's youth.

Workplace learning requires companies and other workplaces to open their doors for students and young labour market entrants. However, finding sufficient partnering companies represents the major challenge in the attempt to increase workplace learning opportunities. Of the around 114,000 companies operating in Rwanda 92.6% are micro enterprises. Only 0.5% (608 in total) are medium and large companies, i.e. the group that presumably bears a large potential to employ apprentices or host interns and apprenticeship students. On the other hand, the demand for workplace learning opportunities is expected to increase further. According to ESSP targets, the number of TVET students that will need to be accommodated with industrial attachments or that possibly will undergo modernised apprenticeship training will rise to 135,000 in 2017/18. At the same time, the number of students in the higher education system is expected to go up to 57,000. Already now training providers encounter huge difficulties finding hosting companies for their students, and those companies that cooperate with the TVET sector find themselves burdened with a high number of attachment students and interns. This situation necessarily impacts on the quality of attachments and

internships and at the same time puts limits to a further expansion of workplace learning schemes.

Furthermore, workplace learning needs to be implemented in a coordinated approach. Industrial attachment, internships and apprenticeship training are distinctively different types of workplace learning, with different target groups, different learning concepts and different goals. Framework conditions and success factors, however, are very similar. All workplace learning schemes take place in companies and require the willingness from companies to cooperate and get committed. All workplace learning schemes represent an increasing demand on scarce training/hosting resources of companies. In order to avoid unhealthy competition for company hosting space between the different formalized workplace learning schemes it is important that development efforts of all schemes are appropriately articulated and communicated. Incentive schemes to encourage more companies to get involved need to be unified or at least coordinated. The same applies to regulations required to manage and optimize each of the schemes. Regulations are likely to be different for each scheme, but coordinated planning is needed to avoid incoherent incentives and inefficient use of resources. Finally, capacity building initiatives for company supervisors/trainers, as well as systems to establish eligibility need to be harmonised and aligned with occupational standards set out under the Rwanda National Qualifications Framework (NQF)¹. The different initiatives currently underway to improve the capacities of companies for workplace learning need to be aligned under the umbrella of one set of objectives, methods and standards. At the moment, different workplace learning schemes using different instruments for steering and reporting are organised and developed under different government authorities and institutions depending on their mandate. While the WDA is facilitating the IAP in the TVET sector, universities are in charge of attachments in higher education. The NCBS is implementing the NYIP. To avoid duplication of efforts, and inconsistent signals sent to employers through incentive schemes and regulations, all efforts need to be further developed in a coordinated way.

4.2 Development of Systems for Workplace Learning

The different types of workplace learning (apprenticeship, internship and attachment) addressed in this overarching policy are characterized by a different state of development, and they require different approaches to their development.

Apprenticeship training in the formal sector

Rwanda so far has no system to facilitate and implement apprenticeship training in the formal sector and to systematically recognise competencies acquired through apprenticeship. The two core options are to establish a system of apprenticeship training, or to leave the situation as it is, i.e. to develop workplace learning in the formal sector without apprenticeship training. Arguments in favour of establishing apprenticeship training in the formal sector include:

¹ The NQF is currently being developed to standardize and provide a reference framework for all qualifications in Rwanda. At the moment, a Rwandan TVET Qualifications Framework (RTQF) is already been developed for the TVET sector.

- Larger companies are demanding the introduction of apprenticeship training, as they are aware of its benefits and the good experiences in other countries.
- Apprenticeship training, if appropriately managed, provides for high quality pre-employment training, with practically skilled graduates that are ready for work. For example, all European countries that have well established apprenticeship training schemes have lower youth unemployment rates than those countries with predominantly TVET institution-based training traditions.
- Apprenticeship training provides a feasible pre-employment training avenue especially for those sophisticated occupations where training provided in a TVET institution is difficult to offer, due to the shortage of skilled technical teachers and very specialized equipment. This applies in particular to high-level, specialized and technologically sophisticated occupations.
- Once introduced and established, apprenticeship training requires less resources from the public TVET system than TVET institution-based training, because the duration a trainee spends in a publicly-financed TVET institution is less than in institution-based TVET. Experience shows that in countries with fully developed apprenticeship structures, up to 75% of training costs are borne by industry². In Ethiopia, cost-effectiveness for the public sector was one of the main considerations for the introduction of cooperative apprenticeship training as the default delivery modes in the formal TVET system.
- Larger companies in Rwanda already conduct apprenticeship training schemes, which are self-organized and recognized through internal award schemes. This system prevents labour mobility, as learning is only company-specific and certificates are not recognized in the labour market. A formal apprenticeship system would act to generalize the training for broader fields of application (and therewith employment opportunities) and integrate such training into formal TVET structures and the qualification system.

In order to better exploit the workplace learning potential in Rwanda through the development of modern apprenticeship training, it is necessary to

- Design and recognize apprenticeship training as an alternative formal TVET program under the Rwanda TVET Qualifications Framework (RTQF);
- Develop mechanisms to ensure that apprentices are awarded formal certification under the RTQF;
- Develop and formally recognize curricula for modern cooperative training based on occupational standards, which systematically structure and integrate workplace and school-based learning;
- Develop mechanisms to ensure that workplace learning as part of cooperative training is recognized and credit bearing, and is part of the overall assessment;
- Clarify insurance for apprenticeship training; consider to develop a group insurance system;
- Device a legal and regulatory framework for apprenticeship training. At the moment, a legal framework is only available for the labor issues related to apprenticeship

²However, the costs of apprenticeship training for companies can be considerably offset through the benefits arising from the training for the company, if the training is appropriately implemented.

contracts. Institutional responsibilities for management, implementation and supervision, mechanisms of quality assurance, incentive mechanisms and financial arrangements are not regulated. It may be suitable to devise a comprehensive apprenticeship law.

Worldwide, modern apprenticeship training programs with formal sector companies are organised as so-called cooperative training schemes, which combine learning in-company with school-based learning. Usually, the companies bear the main responsibility for the practical training part, although basic technical skills are also often imparted in TVET institutions. The main purpose of the school, however, is to teach the theoretical foundations of the occupation and to complement the learning with generic and employment specific formation contents, including further general education, life-skills and competences for work readiness, occupational health and safety, entrepreneurship skills, and others depending on the context. The cooperative approach takes stock of the fact that important occupational theory and generic skills necessary to develop modern occupational competence cannot usually be imparted in a company setting. It was developed to ensure mobility in the labour market, i.e. that skills and competencies are portable and not limited to individual company requirements.

The patterns of relationship between company-based learning and school-based learning vary from country to country, and each country needs to develop its own system that fits into economic contexts, capacities and expectations of companies, organisational requirements and determinants of students. In the traditional German apprenticeship system, for example, students are trained at the workplace from the beginning and throughout the entire training period and attend a vocational school for one to two days every week. As some companies are specialized in certain products and technologies and not able to provide the trainees with broad competencies as demanded by the occupational standard, supplementary standardized practical training is provided in chamber-owned inter-company training institutions to fill this gap. This system, however, requires a high commitment and long experience with apprenticeship training from companies, a strong culture of communication between TVET institutions and companies to ensure training contents are coordinated, as well as a tight-knit network of vocational schools that enable a student to commute between the company and school. These requirements are not often met in developing countries and certainly not in Rwanda. Block release patterns are therefore more common in developing countries, with intervals of longer school-based and company-based blocks. In Malawi, for example, the four year apprenticeship training starts with one year school instruction to develop basic occupational skills before the students go to companies. In the subsequent years, the students spend two terms in the company and one term in a vocational training centre. In a newly introduced cooperative training scheme in Pakistan the apprenticeship duration varies from program to program but usually does not exceed one year. Students spend the first half of the training year in a TVET centre and the second half in the company.

Considerable differences can be found between apprenticeship systems in various countries regarding financial arrangements, duration of apprenticeship programs and other determinants. It is common practice in many countries that apprentices are paid an allowance by the employing companies to reward the productive work the apprentice is involved in while in training. These allowances represent the major share of apprenticeship training costs for companies in advanced apprenticeship schemes, such as those in Europe. However, also

apprentices in Malawi or Kenya are paid allowances. In some countries, such as Pakistan, it is left with the employers to decide whether allowances are paid or not.

To be successful, apprenticeship training needs to be embedded in local training structures, cultures and systems, and made part of the formal TVET system as an alternative pathway to formal TVET qualifications. The precise patterns, rules and responsibilities need to be carefully developed together with participating companies and in line with prevailing work conditions in companies. For that reasons, the development of apprenticeship training through pilot implementation is advisable. The alternative option, a full-scale introduction of apprenticeship training throughout sectors and regions, would require the definition of all rules and procedures up front and a related legal process. The disadvantage would be that considerable planning and design resources would be used to set-up a system that is likely to be substantially revised and adjusted once initial implementation experience has been gathered. The development through pilot implementation would also better enable companies to influence the system design, which again appears indispensable for success.

Traditional apprenticeship

Traditional apprenticeship is assumingly one of the most important TVET resources in Rwanda. It is catering for a large number of TVET students in the country, it is accessible and accommodates many youths from the poorer segment of society, and it is market-driven. As such it represents an important resource for an expansion and improvement of workplace learning opportunities in Rwanda. So far, as described before, sponsored traditional apprenticeship projects made use of this resource to provide skills development for vulnerable youth.

To further develop traditional apprenticeship two principle options emerge: (1) develop further and scale-up sponsored traditional apprenticeship projects, or (2) develop (improve) traditional apprenticeship training holistically and systematically in order to make training better, fully recognized and more relevant in line with increasing firm productivity in the informal sector.

The approach to sponsor increased access to traditional apprenticeship training through funding from government or development partners has registered some success. Some of the available project evaluations show that a high number of participants found employment after completion of the training. An evaluation of the PPPMER project, for example, found that 81% of those who completed the program held permanent jobs, 36% as self-employed and 45% as wage employees. Anecdotal evidence, though, suggest that much of this employment may well be a continuation of traditional apprenticeship training, i.e. project completers found assistant work with the trainer or another master craftsperson to continue learning.

The sponsored traditional apprenticeship projects have also been criticised. Main issues raised included:

- Unit costs in the programs are relatively high, averaging some 500,000 RWF for a training duration of six months. This will put absolute limits to a large-scale publicly financed expansion of the approach.

- For cost reasons, the duration of sponsored apprenticeship training tends to be relatively short. Most projects have operated with training durations of three to six months. Only the PPPMER project allowed for duration of up to one year in special occupational fields, such as car mechanics. Most evaluations pointed to the fact that these short durations are not sufficient to ensure that young labour market entrants develop a comprehensive set of technical and core skills and the professional self-confidence to fully and productively participate in the labour market. Apprenticeship training in general, and also the traditional apprenticeship training in Rwanda, is usually characterized by a longer term training and learning experience, whereby the trainee does not only develop the relevant skills, but also learns – through experience – to apply those skills in different situations. The long-term experience of learning on the job allows for the development of work routines and subsequently a good degree of professional control and sovereignty. This is specifically important in the labour market environment of Rwanda, where many youth after training are expected to venture into self-employment and stay on their own feet.
- The duration of training is also an important aspect of sustainability. The trainee in an apprenticeship arrangement is not only a learner, but also a worker. As a worker, s/he contributes with increasing productivity in the normal production process of the enterprise he is trained in. Initially, the trainee's productivity is low and the training constitutes a cost for the master, because he has to invest time, material and possibly a training allowance. However, the skills level grows as the trainee progresses, and eventually s/he can fully perform and take over routine tasks. In this subsequent training period the trainee starts to produce value for the master and tends to “pay-back” the training costs that incurred initially. The training durations in the sponsored apprenticeship projects were usually just long enough for the master to “teach” the young apprentices basic skills. Accordingly, the master is rewarded for his efforts through training fees, which usually constitute a significant part of the overall project costs.
- With paying the master a training fee, the sponsored traditional apprenticeship programs have supported a trend of informal sector operators turning into micro-training providers. Informal sector workshops or cooperatives have started to provide training as a commercial activity alongside core production work. Short training programs are offered against a training fee, and training is no longer part of the production process, but organized as an informal training center within or organizationally attached to the enterprise. These providers represent an important training resource especially in rural areas where formal training supply is scarce. However, the development also bears the risk of pushing traditional apprenticeship training out of the market and thus erode a convenient and self-financing skills development system for youth without access to further formal education.

The alternative approach to develop traditional apprenticeship training in the informal sector would be activities to comprehensively build capacities and quality of informal sector masters to provide improved traditionally organised apprenticeship training. A good number of countries in Africa have embarked on this approach, notable examples are Ghana, Nigeria, Benin, and others. Development resources are not primarily used to pay training fees to the masters, but to invest in capacity building (training and possibly equipment and material) of informal sector operators and at the same time to supplement the apprenticeship with generic

and theory training provided by an outside training provider. This approach addresses both, the skill level and productivity of the informal sector operator and the quality of the actual training provided in the informal sector, and with this contribute to productivity increases in the informal sector overall. Findings from evaluations in Rwanda suggest that masters tend to highly appreciate capacity building support as an incentive to get more involved in apprenticeship training.

Key to increasing and improving training capacities in the informal sector is also the further development of recognition of prior learning (RPL). The formal recognition of informally acquired skills is important to elevate traditional apprenticeship into a socially accepted training path, to ease the job search for the completers and to open up avenues for further learning. Equally, for the master, RPL has the potential to improve his professional standing and competitiveness and provide further incentives to undergo capacity development. Finally, RPL will be an important tool for quality assurance in a modernised traditional apprenticeship system.

Industrial attachment and internship programs

Industrial attachments have proven successful to improve the labour-market relevance of training and education programs delivered in TVET institutions and universities. Evaluations of present and past programs have also demonstrated that internship periods after graduation, or for unemployed youth without further technical or higher education, are instrumental to support the youth to enter into first employment. An internship program for TVET graduates from the ETO Gitarama implemented with support from the German Technical Cooperation in 2008 could more than double the employment rate among graduates from 24% to around 50%. Furthermore, all evaluations of attachment and internship programs show that attachment students and interns are overwhelmingly satisfied with their workplace learning experience and consider it useful to improve their chances in the labour market.

A major challenge is to find sufficient attachment and internship places in private companies for the increasing number of learners at all levels in the training and higher education systems. There are several options to address this challenge. In the first place, organizational changes in the management of attachments have the chance to relieve the burden on companies. At the moment, most students are requesting industrial attachment during the months of November and December following the academic calendar. While it appears reasonable from a curricular point of view to schedule the attachment period at the end of a coherent block of school-based training modules, training providers and higher learning institutions should be encouraged to employ, within the modularized curricula, more flexibility in scheduling lesson plans and attachment periods to allow for attachments to take place at different times of the year. Within the TVET sector, the Integrated Polytechnic Regional Centres (IPRCs) should take the lead in facilitating a greater curricular flexibility and coordinate annual training calendars of TVET providers in their catchment areas with the aim to balance the demand for attachment places over the year. In the higher education sector, similar initiatives should be driven by the universities, in close cooperation with the employment sector.

It would be another option, frequently demanded, to force private companies to take interns and attachment students. However, the culture of workplace learning is still underdeveloped

in Rwanda, although an increasing number of firms appear to cooperate. There is a general agreement that more ownership from the side of the private sector is required. Against this background, coercive actions run the risk of creating irritation and resistance in the business community, and ultimately leading to undedicated participation of companies that, in terms of capacity and ownership, are not yet fully prepared to participate.

Another option - or a supplementary initiative - to reduce the demand for hosting companies is to encourage and allow alternative practical work schemes, such as work of students in production centres or school/university-facilitated community projects. The Technical Secondary School (TSS) Nyanza, for example, has started to embark on community projects in the water sector where students together with teachers work to develop needed products and services for the neighbouring community. Such initiatives may be supported with seed funding. An interesting example for systematic integration of student work in production units with the curriculum are the Botswana Brigades, which represent the most prominent and established example for a training-with-production approach in Africa. In universities, arrangements for project work in cooperation with private companies should be explored.

Quality and quality assurance of internships and attachments is an issue. During the last years, structures, guidelines and formats to implement, document, evaluate and credit industrial attachments have been developed in the TVET sector with the introduction of the IAP. Reiterate further evaluation of the system needs to continue to optimize processes in line with market requirements and company capabilities. In higher education, attachments are not yet governed by a similar set of rules and regulations. As a result, they are often not appropriately structured unless receiving employers themselves have own attachment policies. There are also no minimum standards and requirements for receiving institutions and employers, potentially leading to situations whereby supervisors have a lower educational attainment than the students they are supposed to guide. Initiatives to develop an appropriate set of rules applicable throughout the higher education sector are needed with the aim to stipulate minimum requirements for receiving employers, define clear procedures and responsibilities for supervision and evaluation, develop formats for the identification and documentation of learning outcomes, and set rules for crediting attachment modules. Similar standards also need to be systematically introduced in internship programs. Furthermore, participation in internships need to be certified.

Often employers lack systems and skills to appropriately supervise and guide students during attachment and internship. This is partly the result of insufficient pedagogical skills, but also of a lack of awareness of the purpose and goals of the attachment and internship policies. Awareness creation programs, targeting enterprise managers as well as supervisors, coaching of companies in the implementation of attachment and internship programs, and structured and standardized further training programs for company supervisors need to be expanded. The latter should also include technical skills training. In order to increase the attractiveness for company supervisors to engage, formal certificates should be awarded to those who underwent special training. Especially in the informal sector, a major bottleneck for companies is workspace, working tools and material. Capacity development measures in this sector may also include, apart from technical skill upgrading, support to improve equipment and tools and to buy necessary material. Strict arrangements and conditions for such support is required to avoid misuse.

Experience has shown that often also students and youth are not well prepared for workplace learning. They lack basic work attitudes and appreciation of workplace rule and procedures, as well as an understanding of the value of workplace learning. Some initiatives, for example the Akazi Kanoze program, have developed work readiness training modules to prepare youth for internships. Such kind of training should be made regular and compulsory. In order to increase efficiency, standard training modules should be developed.

Responsibility for the facilitation of attachments and internships usually rests with TVET and higher education institutions, and the internship managing body. These need to be appropriately resourced to fulfil their tasks. Educational institutions have to be provided with funds to cover facilitation expenses, such as transport costs for initial and supervision visits to receiving companies.

Insurance of interns and attachment students have been an ongoing challenge. At the moment, each scheme, and each educational institution is responsible for facilitating insurance, mainly through raising funding for insurance policies. Another, more cost-effective option may be that government is establishing a common and overarching group insurance scheme for all youth involved in recognised attachments and internships schemes.

Appropriate coordination structures between internship and attachment providing organisations and employers will be instrumental to balance the demand and supply for workplace learning schemes, to facilitate an increase in participating companies, and to develop unified and standardized rules and procedures for the implementation and evaluation of internships. The involvement of SSCs in such coordinating structures could be explored.

4.3 Ownership by Companies

Companies have an interest in workplace learning and gain benefits from it. Workplace learning increases the work readiness of young graduates from the education and training system and is instrumental to develop necessary soft skills and positive work attitudes among the youth. Through offering workplace learning opportunities, companies have the chance to get to know and to assess future employees, reducing the risk of recruiting wrong personnel. In case, former apprentices or interns/attachment students are hired, the company is saving costs for induction (training on the job). Research in other countries has shown that workers who have been trained as apprentices in the same company in which they are employed show an over proportionate loyalty towards their employers. Furthermore, apprentices, interns or attachment students can also have a considerable productive value for the company, as they are working while learning. Repeated studies in European countries have proven that the productive work of apprentices is recovering a substantial part of their training cost.

Workplace learning requires a mindset change among employers. In Rwanda, the limited number of companies involved in education and training reflects, and is a result of, limited ownership of the country's training and education systems by companies and a limited awareness of the benefits of workplace learning. In fact, the current structures and practice in TVET and higher education tend to prevent the emergence of a full public-private partnership. Private sector representatives are not visibly involved in influencing the activities of the

Ministry of Education or the Workforce Development Authority. The Private Sector Federation (PSF) is recognized as the representative of the private sector in all TVET and education matters and it is participating in all relevant fora, but its resources are rather limited and dependent on projects funded by development partners. The new sector skills councils (SSCs) have the strongest mandate to advocate for the interests of the private sector in terms of skills development. However, the influence of SSCs is limited to sectoral issues.

Partnerships between companies and individual education and training providers are, with few exceptions, usually limited to cooperation in the implementation of industrial attachments. Public education and training providers are not, like in many other countries, governed by boards that have a strong or at least significant private sector representation. The practice in the many sponsored traditional apprenticeship projects to pay training fees to master crafts persons acts also in the informal sector to define enterprises as service providers to the education and training sector, rather than as partners on a level-playing field.

An important precondition to create the needed ownership is structures that facilitate an effective influence of the private sector in education and training at both the policy-making and coordination level and at the level of implementation. There are several options to achieve such an increased ownership:

- One option is to strengthen companies' influence in the operations of education and training providers through their participation in governing boards of educational institutions. In governing boards, employers would interact with the management of educational institutions, would assess and influence training and education practice, and would be instrumental to facilitate workplace learning. Governing boards have not yet systematically been introduced in public or private education and training institutions.
- An option at the system level would be to create private sector/employer-driven structures with clear responsibilities for facilitating workplace learning. In many countries, including Malawi, Tanzania, Malaysia and Singapore, private sector representatives are dominating governing boards of national training authorities. In Germany, chambers perform a statutory role in the management and quality assurance of apprenticeship training. With the new emphasis on workplace learning an own industry-driven body, fully financed by industry and with the mandate to strengthen and concentrate different functions to mobilize and facilitate private sector services in skills development should also be considered in Rwanda. Functions for such a body should include mobilization of companies and facilitation of their involvement in training and learning, development of workplace learning programs in accordance with labour market needs, quality assurance of workplace learning, and possibly the management of incentive schemes. Such a body could be attached to the PSF, which is the recognized representative body of the private sector in Rwanda, or function as an own independent body with statutory functions in the implementation of workplace learning. However, this option would require strong steering and implementation capacities in the private sector in the field of skills development, and the potential of self-financing. Both conditions are not yet in place. As a result, the option of an independent private sector-driven workplace learning institution should be considered a desired option in the long term, but not feasible to be pursued immediately or in the near future.
- A third option for Rwanda is the gradual increase of private sector influence in the steering and implementation of workplace learning. The capacities for a coordinated workplace

learning development would be developed in an appropriate government institution, which would be supported by a private-sector driven advisory structure. With its overall mandate to oversee capacity development in the public and private sectors and civil society, the National Capacity Building Secretariat - or in future the Capacity Development and Employment Services Board (CESB) - appears to be an obvious candidate for hosting important functions in the facilitation of workplace learning. The NCBS is in charge of coordinating the Sector Skills Councils, which today represent the most advanced structure in Rwanda to bridge the interests of the public and the private sector in training and education. The option would entail assigning to the NCBS/CESB the responsibility for coordinating workplace learning development, including oversight of the development of apprenticeship training and the further development and regulation of attachments and internship programs, as well as quality assurance of workplace learning. Implementation responsibilities would remain with the institutions currently in charge of the different workplace learning schemes. Through this organizational set-up, workplace learning would be linked to the SSCs. The solution would require further capacities and resources for the relevant department in NCBS/CESB. To foster industry influence, advisory structures with a strong industry influence but also incorporating representatives from the TVET sector and other stakeholders, would be important. Options to develop further the current governance board of the SSCs may be considered with the aim to increase the number of representatives of the private sector. At the moment, only one PSF representatives is member of the board.

4.4 Financing and Incentives

The expansion of workplace learning in Rwanda will not come for free. To date, most interventions to provide opportunities for youth were financially supported by government funding or development partners, including the Youth National Internship Program, other internship programs, and specially the sponsored traditional apprenticeship programs. A notable exception is by and large the IAP in the TVET sector, while also in this program more resources will be necessary to provide training institutions with the financial scope to cover the expenses for transport and insurance of attachment students.

A larger number of companies need to be encouraged to engage in workplace learning. There are no precise figures on the number of companies cooperating, or on the number of companies that do not cooperate although being suitable to host attachment students and interns. Tracer study findings in the TVET sector have indicated that up to 75% of employers in Rwanda have no cooperation with the TVET sector at all. This indicates that there is still a large untapped potential to increase the number of hosting companies.

Experiences in other countries demonstrate various options to better exploit the workplace learning potential. Financial incentives, which are frequently demanded also in Rwanda, play an important role. Financial incentives are often justified with the costs incurred in training. In the sponsored traditional apprenticeship initiatives incentives have taken the form of direct subsidies. However, apart from being an important cost-driver, financial incentives or “training fees” bear the risk of distorting a traditionally grown training culture. It is already visible in Rwanda that the old system of cost-free long-term traditional apprenticeship in the informal sector is slowly being replaced by shorter training units which are fee-bearing. There is a risk that publicly sourced incentive or training fee programs cannot be cut back any more.

Once a company is used to receive a certain amount of money for offering an apprenticeship or internship place, it will stop doing so once the incentive is cut back. Direct financial payments to enterprises, furthermore, reinforce the notion that by taking learners companies deliver services to the government, instead of being partners in a national education system that ultimately benefits individual companies and the economy at large.

An option, suggested for example in the Private Sector Development Strategy, is to provide for tax deductibility of costs related to training. This option, however, has proven to have limited effectiveness in other developing countries. Usually, the bureaucratic efforts to prove expenses and claim tax reimbursements are too cumbersome for companies and tax authorities alike. However, the option should be further explored for Rwanda.

Another option is a levy-grant system, which is currently discussed as a potential instrument to improve the funding of training. A levy system would require companies (or employers) in the country to contribute a defined amount of money towards the financing of the national skills development system. A levy-grant system would allocate some or all of these funds back to those companies that are offering training themselves. Levy-grant systems therefore provide convenient avenues to reimburse, or part-reimburse eligible training costs to companies. Through its re-allocation mechanism, levy-grant systems also address the problem of poaching as they effectively compensate companies that participate in training for its costs at the expense of those companies that do not train. A levy-grant system functions in this context as a mechanism that combines funding with incentives. Such systems have been successfully introduced around the world. Kenya, for example, is operating an industrial levy scheme for the funding of apprenticeship training and other company-based training initiatives. Mauritius, Malaysia and Singapore are examples, where in-house training costs are reimbursed through levy funds. Malawi is an example, where some of the levy revenues are used to finance training demanded by industry, but also to channel funding to the overall training system and to provide the funding for the national training authority. While nowadays most levy system are designed to cover all companies in a country, levy system can also be organised at sector levels. For example in Germany, the construction industry operates a levy-financed system to support workers in the sector through reimbursing parts of apprenticeship wages to companies.

The consideration of linking a levy-grant system - or sector-specific levy-grant systems in strong and priority sectors – to the development of workplace learning would increase acceptance of a levy among employers, as funds that companies contributed would primarily be used to support training activities in companies. At the same time, however, such a levy system would also ease the financial burden on government for the funding of workplace learning. Against the background, the feasibility of introducing a levy system or sector-based levies should be carefully assessed.

The discussion of workplace learning costs also needs to address the issue of stipends paid to benefitting students. At the moment, internship programs and sponsored traditional apprenticeship programs in Rwanda used to provide students and trainees with stipends or allowances to cover their living expenses. This is different in many other countries. Workplace learning and especially apprenticeship training constitutes a relationship between a company willing to train and a young person seeking training. The trainee “pays” for his/her

training through the acceptance of no or low wage, or even through a small fee. If s/he is of value to the company, s/he receives some contribution or small wage. This principle even remains in highly sophisticated apprenticeship systems such as the German one. Apprentices receive an apprenticeship wage at a level that is far below a normal worker's wage. While the apprenticeship wage is not any longer dependent on the discretion of the individual company, it is negotiated between industry and trade unions, not fixed by the government. By providing stipends or salaries for apprentices and interns, as often done in Rwanda, government tends to erode company-ownership of workplace learning through taking away from companies its responsibility for caring for their learners. A better option may be to use mechanisms such as a levy-grant system to compensate employers out of the levy fund for wage/allowance-related costs of companies, as it is done, for example, in the formal apprenticeship system in Kenya. A policy of non-payment of stipends to apprentices may not exclude tailored support to vulnerable and marginalised youth that would otherwise be excluded from the system.

5 Preferred Option

Under the proposed Workplace Learning Policy five broad intervention areas will be instrumental to achieve the overall policy objective to unleash Rwanda's full potential of workplace learning in order to make education and training more relevant to the needs of the labour market. These intervention areas cover apprenticeship training, attachment and internship, the institutional set-up to manage workplace learning, financing and incentive structure, and finally knowledge and awareness creation.

5.1 Development of Modern Apprenticeship Training in the TVET Sector

Apprenticeship training is the most comprehensive and most effective mode of workplace learning and, once fully established, the most cost-effective type of formal pre-employment TVET. In order to develop apprenticeship training, a coherent and enabling system and legal framework needs to be created that encourages and allows companies to engage in apprenticeship training and that leads to recognized qualifications.

At the moment, the development of apprenticeship training needs to be approached differently in the formal sector and in the informal sector. Due to different economic conditions and state of organizational development, interventions and regulations will considerably differ between the two segments. Over time, both systems will grow together. This objective therefore has two sub-sets: (1) the development of a cooperative apprenticeship system for companies in the formal sector; and (2) the modernization of traditional apprenticeship training in the informal sector.

a) Introduction of a cooperative apprenticeship system in the formal sector

Within the five-year duration of the policy, Rwanda will develop and introduce an apprenticeship system that is fully recognized as a formal TVET delivery scheme and leading to a RTQF/NQF certification. Based on and assessed against occupational standards, apprenticeship training will represent an alternative delivery system, alongside institution-

based TVET programs. Drawing on international best practice the formal apprenticeship training will be delivered as cooperative training, whereby the practical training part will be delivered as on-the-job training in companies and other workplaces and supplementary training will be delivered in TVET institutions that are accredited for apprenticeship training. The training in the TVET institution will comprise theory, basic technical and complementary skills training, necessary general education, possibly life skills or work readiness training, entrepreneurship training and other appropriate modules.

An apprenticeship legislation, possibly part of an overarching workplace learning legal framework, will be devised to regulate necessary relationships such as training durations, financial arrangements, roles and responsibilities of different partners (employers, apprentices, TVET institutions, public agency in charge of apprenticeship training) in the system, contractual arrangements, curricular requirements (minimum training standards), quality assurance issues, assessment and certification, and others.

The participation in apprenticeship training will be voluntary for companies, but public awareness creation campaigns and tailored incentive programs will act to stimulate an increasing number of companies to employ apprentices.

To ensure quality of training and to protect apprentices, appropriate minimum eligibility criteria for companies that employ apprentices will be stipulated, including criteria related to the scope of work, facilities, and minimum qualifications for supervisors. To enable companies to meet the criteria, the authority in charge of apprenticeship training will render capacity development to companies/employers engaging in apprenticeship training. Capacity development will focus on technical and pedagogical training of company trainers and company supervisors. In exceptional cases, capacity building may also include hardware such as the establishment of workplaces for apprentices, or similar support still to be defined.

Cooperative training constitutes a new partnership between companies and TVET institutions in the delivery of skills development programs. This also includes a new approach to teaching of TVET institutions. Capacity building programs will therefore also be directed to technical teachers and managers of cooperating TVET institutions, to enable them to implement the cooperative training within the new partnership spirit.

Rules, roles and responsibilities, curriculum formats, delivery patterns and all elements related to the management, implementation and quality assurance of cooperative apprenticeship training cannot be copied from other countries, but need to be developed in a way that specifically fits the Rwandan context. The development of a cooperative apprenticeship training system will therefore be driven through pilot projects. The legal and regulatory framework for the new apprenticeship system will only be developed after the evaluation of a number of pilot projects. The starting point of the system development will be pilot projects in the construction industry that are currently been implemented by German cooperation projects.

Apprenticeship is an inherently employer-based training system. In the long run, the management and quality assurance of apprenticeship training must be controlled by institutions which are driven by employers. During the development phase, an Apprenticeship

Task Team will be formed to perform all tasks necessary for the development of the apprenticeship system. At least half of the members of the Task Force must be from the private sector, and the private sector will chair the Task Force. The Task Force will also form sector specific sub-groups, in cooperation with the SSCs, to prepare specific pilot projects in identified occupational groups.

Apprenticeship training is potentially possible in all occupational areas in the TVET sector. It is, however, specifically important in those occupational areas where the formal institution-based TVET sector encounters difficulties to provide training at high quality due to a shortage of skilled and experienced technical teachers. This is applicable to occupations with sophisticated technology and those where skilled labour is in short supply. The introduction of apprenticeship training will start in boosting sectors, which include construction, ICT and hospitality.

To make maximum use of available company training resources, the feasibility of introducing the compulsory participation in apprenticeship training of state-owned as well as foreign companies in Rwanda will be evaluated, with the aim that foreign and state-owned companies are adequately involved in apprenticeship training of Rwandan youth. It is also envisaged that cooperation arrangements between the TVET sector and public investment programs are concluded to integrate apprenticeship training in the implementation of public works.

In summary, main strategic objectives and main activities include:

Strategic Objectives	Activities
Develop and implement cooperative apprenticeship training programs on a pilot basis	<ul style="list-style-type: none"> • Select occupational specifications for pilot implementation • Establish sector sub-groups for the pilot implementation • Develop pilot apprenticeship programs including integrated cooperative curricula and company training plans, training material, financial arrangements, roles and responsibilities for supervision, quality assurance and examinations, and others • Implement apprenticeship training programs • Evaluate pilot apprenticeship programs
Build capacities for apprenticeship training	<ul style="list-style-type: none"> • Conduct training, study tours and other awareness creation initiatives for members of the Apprenticeship Training Task Force and other involved staff and stakeholders in public and private institutions • Develop and implement standardized training packages for company trainers and supervisors • Render, if appropriate, material capacity building support packages for companies • Develop and implement training packages for technical teachers and managers of participating TVET institutions • Create guidelines, handbooks and other supportive instruments

Establish legal and regulatory framework

- Establish an Apprenticeship Training Task Force
- Supervise and evaluate the pilot implementation of apprenticeship programs in selected sectors
- Develop legal and regulatory framework
- Set minimum eligibility criteria for participating companies and TVET institutions

b) Modernize traditional apprenticeship training in the informal sector

The modernization of traditional apprenticeship training in the informal sector will involve a departure from the previous project-based sponsored traditional apprenticeship provision for selected target groups to gradually turn towards a comprehensive and sector-wide improvement and enrichment of traditional apprenticeship training. Modernization means specifically the improvement of quality of training through capacity development processes and productivity enhancement in the informal sector, as well as linking the system of traditional apprenticeship to the formal TVET qualification and certification system.

The new approach will build on existing traditional structures and start in those sectors, where traditional apprenticeship is culturally anchored and established. Building on existing structures is important to develop traditional apprenticeship in a sustainable manner and in the long term not dependent on government funding. This implies that traditional principles will be revitalized, i.e. that masters will not be paid by the government for conducting training, and that training periods are sufficiently long to allow comprehensive occupational learning and financial viability for the master.

Instead of payment for master trainers to accept trainees, the new approach will include a comprehensive capacity building package targeting both the master and the apprentice. To improve their training capacities masters will be offered technical, organizational and pedagogical training, alongside selected support to improve facilities and workplaces. This capacity building support will have a positive impact on the enterprises' productivity and serve as an incentive for masters to participate in modernized traditional apprenticeship training. To add value to the training for the apprentices, supplementary training courses will be provided by TVET institutions or other training providers, comprising trade theory and basic skills, entrepreneurship education, generic skills, necessary general education, and others.

Formal occupational certification through RPL will constitute another key incentive element for both masters and trainees. Participating masters will be offered RPL to formalize their skills, and hence increase their professional standing in the market. To support this process, capacity building measures may also include assessment preparation training. The formal certification will at the same time serve as eligibility criteria for masters to benefit from interventions. However, also the trainee will be given access to assessment and certification under the RTQF/NQF at the end of training, to ensure quality of training and to enhance the attractiveness of traditional apprenticeship training.

Similar to the development of apprenticeship training in the formal sector, the modernization of apprenticeship training will also be approached through initial pilot implementation, to find the most suitable and scalable model to initiate the modernization. These pilots will build on the wealth of experience in the previous sponsored traditional apprenticeship projects and informed by experience in other countries. Through pilots, the most appropriate approaches for Rwanda will be developed with respect to

- Training standard development based on occupational standards
- In-company training plan/curriculum development
- Duration of apprenticeship
- Financial arrangements between masters and apprentices
- Roles and responsibilities in supervision and quality assurance
- Involvement of local business associations and cooperatives
- Organization, contents (curricula) and financing of additional training programs for trainees by outside training providers
- Content, standardization, financing and provision of capacity building to masters
- Integration of RPL as incentive and eligibility criteria
- Self-organization of masters in same sectors
- Other elements and interventions that ensure a comprehensive approach.

While in the long run, the entire informal sector should be potentially eligible to benefit from modernization interventions and capacity development, occupational areas and focal regions need to be selected for pilot implementation subject to their employment potential and other factors that influence the success of the pilots, including a high degree of organization of businesses. In this context, the participation of cooperatives will be encouraged. Furthermore, occupational areas which are attractive for female youth will be given priority. Where appropriate, pilot implementation will be initiated in sectors, where other business or value chain development activities are ongoing to achieve synergies in capacity building and market development.

Experience in other countries, for example Malawi, has shown the importance of local organisational structures of informal sector operators and master craftsperson for the successful and sustainable implementation to approaches to modernize traditional apprenticeship training. While the overall implementation responsibility for the modernization of traditional apprenticeship will rest with the public authority in charge of apprenticeship training, the actual implementation of specific pilots needs to be done in close conjunction with local business organisations (incl. cooperatives).

A precondition for the eventual development of an enabling regulatory and legal framework that specifically fits the requirements of the informal sector is the successful completion and evaluation of pilot implementation in selected sectors. It is expected that sufficient experience and knowledge to mainstream the approach throughout the Rwandan informal sector based on legally defined rules and regulations will be available by the end of the policy's five-year period.

In summary, main strategic objectives and main activities include:

Strategic Objectives	Activities
Pilot implementation of modernized traditional apprenticeship training	<ul style="list-style-type: none"> • Select occupations and regions for pilot implementation • Conduct research and study visits to inform pilot implementation • Establish a Modernized Traditional Apprenticeship Program Steering Committee to oversee the pilot implementation • Build capacity of participating and implementing local business associations • Develop and implement capacity building packages for participating masters • Develop and implement supplementary training packages for apprentices • Introduce RPL in pilot sectors • Develop curricula and training plans • Implement and supervise modernized traditional apprenticeship training in the selected pilots • Evaluate results of pilot programs
Mainstream modernized traditional apprenticeship training approach	<ul style="list-style-type: none"> • Develop legal and regulatory framework • Formulate plan for the country-wide roll-out of support to modernized apprenticeship training in the informal sector

5.2 Improvement of System and Management of Attachment and Internships

Compulsory attachments are essential to improve practical learning in TVET and higher education programs. While IAP organizational structures in the TVET sector are well advanced, attachments in the higher education system require standards and standardization, procedures, supervision and monitoring structures. Implementation of attachment programs in both TVET and higher education are constrained by insufficient resources of education institutions. Internship programs, especially those that are organized on a large scale by central (public and private) organisations, face difficulties in engaging private sector companies.

The overall objective of the Workplace Learning Policy with respect to attachments and internships is to maximize opportunities for young Rwandans to undergo attachments and internships in order to improve their workplace exposure and work experience, and to improve the management and implementation of the schemes for better learning outcomes.

To maximize opportunities for workplace learning, i.e. to improve the match between the supply of workplace learning opportunities and learning offers provided by companies and other employers, the policy envisages organizational changes in attachment implementation, as well as structured initiatives to increase the supply with workplace learning opportunities. The following measures are envisaged:

- For attachments that are part of educational programs in the TVET and higher education sector coordinated curriculum revisions will be initiated to allow flexibility in the scheduling of attachment periods throughout the academic year. In the TVET sector, IPRCs will take the lead in the coordination in their catchment area. In the higher education sector, the higher education institutions will take lead for their programs. The institution in charge of overall coordination of workplace learning (see section 5.3) will facilitate and oversee the development of a coordinated approach among the different provider systems.
- Alternative paths to work practice will be allowed and credit bearing in cases where it is not possible to secure sufficient industrial attachment places. This will include work practice in production centers and through community work projects organized by education institutions. Education institutions will be provided with seed capital and other appropriate incentives to set up such schemes.
- Incentives will be provided for companies to accept attachment students and interns. Details will be developed further in the course of the development of incentives schemes (see section 5.4). Special incentives will be provided for companies who sign long-term Memoranda of Understanding about cooperation in attachments and internships with educational and other implementing institutions.
- The authority in charge of workplace learning will negotiate an appropriate group insurance arrangement for attachment students and interns who are not part of company insurance schemes.

To improve the quality and relevance of workplace learning for students and youth, the following measures are envisaged:

- For attachments for higher education students, standards and procedures will be developed to regulate minimum standards for hosting companies and involved company supervisors, quality assurance and supervision mechanisms, documentation of practical experience and progress, and monitoring and evaluation procedures. The IAP package, which has been repeatedly revised and further developed in a consultative process, will serve as example and base to build on. However, also the IAP will be continuously reviewed to optimize implementation arrangements and acceptance of employers.
- The Government will provide funding for public TVET institutions and appropriate incentives for private TVET institutions and higher learning institutions, to ensure employment of industrial liaison officers, transport and other costs.
- Training and capacity building for supervisors in companies and other workplaces will be organized. For this purpose standardized modular training packages will be developed based on current training plans already implemented under the IAP. It is important that training modules are part of a comprehensive modular system of company supervisors' training that also covers capacity development for company trainers involved in apprenticeship training. Special modules for master crafts persons in the informal sector may be needed. Certificates will be awarded for all capacity building measures.
- All TVET and higher education institutions and all internship implementing organizations will be providing work readiness training to students and youth before

the start of the workplace learning experience. A standard package will be developed, and relevant staff in learning institutions trained to implement the package.

Cooperation of all involved parties will be strengthened through a coordination panel for attachments and internships established and facilitated by the authority in charge of coordinating workplace learning. The panel will be comprised equally of representatives of the employment sector and educational institutions. The functions of the panel are, inter alia, to device and revise from time to time standard rules, formats and procedures for attachments and internship at all levels, to coordinate management of the schemes between the different stakeholders, to advise on incentives and other policies to mobilize employers.

In summary, main strategic objectives and main activities include:

Strategic Objectives	Activities
Provide workplace learning to an increasing number of students in the TVET and higher education sectors and to unemployed youth	<ul style="list-style-type: none"> • Revise curricula to ensure attachments are implemented year round • Provide incentives to educational institutions to development practical learning schemes in production units and social and community projects • Develop a group insurance scheme for attachment students and interns • Facilitate and evaluate internship opportunities to an increasing number of TVET and higher education graduates through the NYIP
Improve the quality and relevance of attachments and internships	<ul style="list-style-type: none"> • Develop and adopt a regulation package for attachments in the higher education sector covering all quality assurance aspects • Provide funding for public TVET institutions for industrial liaison officers and costs related to the facilitation of attachments • Provide support / incentives for private TVET institutions and higher education institutions to cover increased costs related to attachments • Develop and implement a standard work readiness training module for students, including training of trainers • Develop and provide certified supervisory training for company supervisors
Ensure a coordinated approach to attachment and internship programs	<ul style="list-style-type: none"> • Establish attachment and internship development and coordination panel • Facilitate work of panel

5.3 Development of an Institutional Framework for Workplace Learning with Strong Industry Influence

There are three aspects guiding the development of an institutional framework for workplace learning:

- a. To develop ownership for skills development industry must be given a clear and increasing influence in the TVET sector in general and in workplace learning in particular. At the current moment, companies in Rwanda tend to play the role of a service provider to the training and education system. They cannot be considered partners on an equal footing.
- b. The different modes of workplace learning, i.e. apprenticeship training, internships and attachments, must be developed in a coordinated way in order to optimally manage scarce workplace learning opportunities and to design harmonized capacity building and incentive structures.
- c. The private sector in Rwanda has still not sufficient capacities to independently manage, foster, quality assure and finance workplace learning within its own institutional structures, although in view of international experience an independent private sector institution for workplace learning may be the preferred long-term solution.

Against this background, Rwanda will over the period of this policy strengthen the organisational capacities within NCBS/CESB to drive the development of workplace learning in a coordinated manner. A detailed organizational solution, still to be developed, will aim at strengthening the unit currently in charge of SSCs to become a dedicated organizational unit for skills development and workplace learning, with functions in the facilitation of SSCs and the development of workplace learning. Functions with respect to workplace learning include:

- In cooperation with PSF, undertake measures to sensitize, inform and mobilize companies to participate in skills development, in particular through participating in attachment programs, internship schemes and apprenticeship training
- Coordinate all matters related to workplace learning
- Facilitate the development of apprenticeship training, and oversee the development of occupational and training standards
- Oversee the setting of standards and facilitate the development of an appropriate regulatory environment for attachments in TVET and higher education
- Facilitate the setting of minimum standards and requirements for company trainers and supervisors, and device mechanisms to ensure compliance
- Facilitate training of company trainers and supervisors
- Oversee the development and management of incentive schemes
- Develop policies for workplace learning.

NCBS/CESB would take the function of coordination and oversight. The actual implementation responsibility for the different workplace learning schemes will continue with the relevant institution that is currently assigned:

- The WDA will be in charge of the IAP and apprenticeship training, in close coordination with IPRCs.
- The Higher Education Council (HEC) will devise standards for attachments in the higher education sector; while individual universities will support and quality assure attachments of their own students.
- The NCBS is in charge of implementing the NYIP.
- Other organizations outside of the public realm will continue to implement their own programs.
- A key responsibility rests with PSF that will be facilitating the mobilization of private employers in all schemes.

The strengthened unit for skills development and workplace learning in NCBS/CESB will be working closely with the implementation institutions facilitating coordinated approaches. The SSCs will play a central role in facilitating and guiding the implementation of activities in their sectors.

In order to ensure an institutionalized industry influence above sector-specific concerns that are the responsibility of SSCs, the current SSC governance board should be broadened in responsibility and membership to become an Industry Training Governance Board. Ideally, the board would be headed by an industry representative, and the majority of its members will be representing industry. It will furthermore comprise representatives from MINEDUC, WDA, MIFOTRA, HEC, MINECOM, professional associations, and other relevant stakeholders.

After some years of implementation of the proposed institutional arrangement, the effectiveness of the arrangement with respect to private sector influence in workplace learning will be assessed and further developments of the institutional arrangements discussed and agreed upon. The long-term goal of the Workplace Learning Policy remains a private-sector driven institution for workplace learning and other private sector interests in skills development.

Furthermore, all public and private TVET and higher education institutions will be required in the future to establish governing boards on which representatives of the world of work are adequately represented. Requirements, rules and procedures will be devised accordingly.

In summary, main strategic objectives and main activities include:

Strategic Objectives	Activities
Strengthen the influence of the world of work on the operations of TVET and higher education institutions	<ul style="list-style-type: none"> • Devise legal framework for the compulsory establishment of governing boards in TVET and higher education institutions
Capacity building of NCBS/CESB to implement the workplace learning policy	<ul style="list-style-type: none"> • Prepare the administrative and legal requirements for the establishment of a dedicated organizational unit for workplace unit within NCBS/CESB • Recruit staff for the implementation of the workplace learning policy and build relevant capacities
Establishment and capacity building of the Industry Training Advisory Board	<ul style="list-style-type: none"> • Develop/revise regulations and TOR for the governance board • Appoint the board and build capacities of members • Facilitate board meetings • Conduct an assessment of the effectiveness of employers' influence under the prevailing institutional set-up

5.4 Creation of Sustainable Financing and Incentive Structures

The further development of apprenticeship training in both the formal and informal sector, of internship programs and attachment schemes required substantial resources. While initial pilot programs will be implemented with the support of development partners, internal financing structures need to be designed to ensure the long-term sustainability of workplace learning in Rwanda.

A concept for incentives for companies to participate in workplace learning will be developed based on research and consultation. Options to be explored will include:

- Tax rebates (tax deductibility) of eligible training costs incurred by companies;
- Linking access to public tenders to the involvement in workplace learning. Representatives of the private sector in Rwanda have suggested that companies qualifying for public tenders have to prove their participation in workplace learning schemes, either through employing apprentices or accepting interns and attachment students;
- Capacity building support to companies that participate in workplace learning. Measure may include certified technical and didactical training to supervisors and trainers in companies, and management and organizational support. The possibility to support the improvement of equipment, as well as the establishment of new workplaces, need to be evaluated on a case-by-case basis (capacity building needs are also discussed in sections 5.1 and 5.2);

There will be no direct financial support (through subsidies or training fees) to companies that participate in workplace learning out of the public budget. However, the introduction of a levy-grant system (or sectoral levy systems) may be considered, which would provide a

mechanisms of incentive awards based on contributions of employers themselves. A levy-grant system for skills development sourced through contributions from employers has been proven in many countries to be an effective instrument to increase resources available for training and at the same time to introduce incentives for companies to provide training, including apprenticeship training and other workplace learning schemes.

As part of the overall strategy to sustainable financing of skills development, the appropriateness of a levy-grant system for the funding and promotion of workplace learning will therefore be assessed. Feasibility studies will explore possibilities to introduce a levy-grant system either industry-wide or in specific growth sectors of the economy. Mechanisms will be devised to use levy resources to finance and facilitate workplace learning in the form of apprenticeship training, attachment, internship and possibly other employer-based training schemes. The levy-grant system would need to be designed to facilitate workplace learning at all levels in the educational system, including TVET and higher education, and internships supporting young Rwandan labour market entrants. The fund that would be created from a levy system could also be conceptualized as a multi-source fund, whereby other partners, such as the government or development partners, would contribute.

The design of a levy-grant system requires extensive consultations with employers to be accepted by the private sector, and credible and accountable collection and fund management structures to be successful. Experience in other countries suggests that levy funds that are managed by institutions with a strong private sector influence are better accepted by private companies.

Baseline research is needed to assess potential income of a levy system and to estimate implications of different options of using the funds. Procedures and rules need to be adapted to the Rwandan economic reality. International expert support will be necessary to finalize the design process.

Issues that need to be answered through solid research and consultation include, for example:

- Appropriate levy base (e.g. wage bill),-
- Appropriate levy rate (x %),-
- Which employers are to be targeted,-
- How best to collect the levy revenue,-
- For what are the funds used,-
- Who decides about disbursements,-
- Who is managing the levy fund.

It is expected that by the end of the plan period of this policy, agreement has been reached about the feasibility and desirability of a levy-based incentive scheme, and, if appropriate, about the design and policies.

In summary, main strategic objectives and main activities include:

Strategic Objectives	Activities
Develop and implement a concept for incentives for workplace learning	<ul style="list-style-type: none"> • Undertake baseline research and agree on incentive packages in a consultative process • Implement agreed incentive packages
Assessment feasibility of levy-grant system in Rwanda	<ul style="list-style-type: none"> • Feasibility study for a levy-grant system/sector levy grant mechanisms based on international experience; if relevant design study • Stakeholder consultation

5.5 Knowledge and Awareness Creation

Although attachment programs in TVET and higher education and internship programs have been introduced some time back, the majority of Rwandan companies still lack awareness and the right mindset. The idea of modern cooperative apprenticeship training still needs to be introduced into the Rwandan public. A better understanding of the importance of workplace learning and of the benefits for individual companies is essential to encourage more companies to participate. A bold, continuous and evidence-based campaign to inform private companies is needed with the aim to make workplace learning a national development project.

Efforts will be undertaken to create knowledge about costs and benefits of workplace learning for companies and the society at large, through systematic graduate tracking systems and employers surveys. Results of such research will be published and disseminated to increase the level of awareness and to assist further planning.

Awareness creation measures need to target managers and trainers from private sector companies, youth, TVET providers and universities, government officials, trade unions, and the society at large. Methods for public relations and awareness creation include the use of mass media, special events for business associations, political decision-makers and other selected target groups, the collection and publishing of good practice, role models and success cases, public recognition of employers with outstanding cooperation record, and others in accordance with a communications strategy still to be developed.

A website for workplace learning will be created for easy access of all information on different workplace learning schemes, rules, conditions, incentives, guidelines, implementation aids, experience and other interesting information.

Responsibility for driving knowledge and awareness creation rests with a special communications unit in the new Skills Development Department in the PSF.

The involvement of Rwanda’s top leadership in advertising the relevance of workplace learning is essential.

In summary, main strategic objectives and main activities include:

Strategic Objectives	Activities
Institutionalization of communication structures	<ul style="list-style-type: none"> • Establishment of communications and research unit in PSF/Skills Development Department • Capacity building of communications and research unit staff
Improve the knowledge base about workplace learning in Rwanda	<ul style="list-style-type: none"> • Systematic collection, documentation and publishing of experience, good practice, role models and success cases • Reiterative assessments of costs and benefits of different workplace learning schemes
Awareness creation about workplace learning opportunities	<ul style="list-style-type: none"> • Development of a communication strategy • Implementation of awareness creation activities as agreed in strategy, including mass media presence and other PR events • Creation and population of website • Public recognition schemes for employers with outstanding performance

5.6 Consideration of cross-cutting issues

Gender Equality

In order to promote gender equality in skills development and employment, the implementation of this policy will be systematically gender-mainstreamed. All relevant indicators in the monitoring framework will be disaggregated by gender. In the implementation arrangements, especially in the selection of occupations for the development of apprenticeship projects both in the formal and informal sectors, the responsible coordination unit will ensure that those occupational groups are prioritized that are attractive to female youth. Arrangements for supervision of workplace learning will provide appropriate mechanisms to address for special needs and concerns of young women who may be subject to discrimination, sexual harassment and other forms of unfair and intolerable practices.

People with Disabilities

The Government of Rwanda is committed to inclusive education to fully integrate people with disabilities (PWD) into education, the economy and the society in general. In the selection of occupations where workplace learning is supported, and in the design of support programs, special requirements to fully integrated young PWD will be taken into account. One of the staff members of the Industry Training Secretariat will be specially trained to address the needs of PWD. Capacity building packages for enterprises will include special incentives for those employers that offer workplace learning places for PWD.

The Workplace Learning Policy is also committed to support sustainable economic development and the further dissemination of environmentally sound technologies in Rwanda. Learning programs supported will specially emphasise on green skills solutions, and all curricula will incorporate sustainability principles.

6 Stakeholders Views

The development of this policy was based on a preceding analysis of workplace learning experience in Rwanda. The analytical work included extensive consultations and discussions with a large number of stakeholders including private sector organizations (PSF and chamber representatives), cooperatives, large, medium, small private enterprises, informal sector operators, micro-training providers, public and private TVET institutions, representatives from the higher education sector, officers and decision-makers from MINEDUC, MIFOTRA, NCBS, WDA and MINICOM, from the community of development partners, and representatives of other stakeholders. After the preparation of an input paper on workplace learning in Rwanda (attached) a stakeholder workshop was held discuss the findings of the report and the initial recommendations. The policy draft prepared on the basis of the stakeholder recommendations was discussed with representatives of different stakeholder groups. Among others meetings, a special meeting for private sector representatives was organized by the PSF. A final stakeholder consultation workshop to discuss the policy draft was held on July 16th, 2015.

Virtually all stakeholders, including students and the Rwandan youth in general, agree that more and better workplace learning is essential to improve skills and employability of Rwanda's youth and to form a corps of new labour market entrants that is better equipped to productively contribute to the economic development of the country. It is also felt to be very important that workplace learning experience and achievements are appropriately quality assured and recognised through formal certification based on the National Qualifications Framework.

TVET institutions that can look back to a considerable experience with attachment programs consider mechanisms most important that would bring more employers on board. They prefer incentives for employers. However, some are also calling for coercive action, such as making it compulsory for companies to take attachment students. Furthermore, TVET institutions unanimously call for financial support to bear the costs related to the implementation of attachment programs.

For higher education institutions, the main challenge is to improve the management and organization of attachments with the aim of ensuring minimum qualifications of receiving companies, improving the matching of student specialization and company profile, and better structuring workplace learning contents, supervision and evaluation of attachments. They call for the development of appropriate regulations of attachments for higher education students and for minimum requirements applicable to companies and public workplaces to be eligible to host interns and attachment students.

The private sector is generally very much supportive of the new policy initiative and fully backs the intended further development of workplace learning. However, it wants to be

acknowledged that the private sector can only participate if it benefits from the initiative, and if its interests are fully taken into account. The private sector is therefore supporting the plan to gradually hand-over responsibility for workplace learning to a private-sector organization. With respect to the institutional arrangements, it advocates in favour of mechanisms to ensure a dynamic process of increased responsibility of employers in coordination and oversight of workplace learning.

Private sector representatives are aware of the need to generate additional resources for workplace learning and are supporting the plan to study the feasibility of a levy-grant system together with an extensive consultative process. Especially mechanisms (such as a levy-grant mechanisms) that act to create more equality between those companies that invest in training and those that do not invest are welcomed. However, the private sector also calls for contributions to workplace learning from stake holders other than the private sector. Accordingly, if a fund for workplace learning would be created, funds should be generated from different sources, including the Government, development partners, and others.

Especially companies in need of specialized workforce, which experience a shortage of appropriate skilled labour, are in favour of a more comprehensive and long-term apprenticeship system, in particular those with exposure to international practice.

Mainly stakeholders in the civil society point to the fact that many important formats and instruments have already been developed in the framework of development projects, notably training programs to improve the work readiness of youth, training of company trainers, and others. In order to increase efficiency in policy implementation, they call upon the public sector to make use of available instruments.

7 Implementation Arrangements

The implementation of the Workplace Learning Policy shall require solid implementation efforts from all involved parties, representing a diversity of organizations in the private sector, the public sector and among development partners. Significant inputs in terms of financial and human resources are required to support the implementation of various proposed interventions in each of the five priority areas of this policy. It is therefore important to put in place a solid governance and implementation structure to enable smooth and effective implementation arrangements.

7.1 Proposed Institutional Arrangements for the Successful Implementation of the Workplace Learning Policy

The successful implementation of Workplace Learning Policy shall depend on strong partnership arrangements between the Ministries of Education and Public Service and Labour (MIFOTRA), MINECOFIN, MINICOM, public agencies including the Workforce Development Authority (WDA), Higher Education Council (HEC), Rwanda Development Board (RDB), the National Capacity Building Secretariat (NCBS), Sector Skills Councils (SSCs), under the newly created Capacity Building and Employment Services Board (CESB/NCBS), public and private educational institutions and the umbrella organization for

private sector practitioners in Rwanda (PSF). The institutions and the respective roles and responsibilities at the level of oversight, coordination and implementation are outline below:

Office of the Prime Minister

Given the constitutional mandate vested with the Office of the Prime Minister of coordinating the overall national planning and implementation oversight, it shall ensure the overall Monitoring and Evaluation of implementation processes of the Workplace Learning policy in Rwanda.

MIFOTRA

As the ministry responsible for national coordination of all programs and activities concerning employment promotion, the Ministry of Public Services and Labour, in terms of implementing workplace learning, shall perform the following functions:

- Leading the process of transforming the current SSC Secretariat into a strengthened Skills Development and Workplace Learning Unit within the NCBS, or the CESB;
- Leading the process of appointing the Industrial Training Governance Council;
- Leading the process of putting in place or revising the legal and regulatory framework for workplace learning with respect to internship and labor relations in apprenticeship training;
- Leading the process of developing a policy and the legal instruments for putting in place, in long run, the proposed private sector-driven institutional framework Ensuring that relevant workplace learning policy interventions especially those related to internship are part of the development and annual work plans of all institutions and organizations (in the Public sector, private sector, Development partners and Civil Society Organizations) involved in the implementation of this part of the Workplace learning policy;
- Participating in the process of reviewing the existing curriculum for Higher Education and TVET in Rwanda with a view to allowing flexibility on when students in their final academic years can undertake their industrial attachments;
- Leading the process of preparing capacity building programs that target to address gaps in the context of implementing the workplace learning policy;
- Participate in the process of raising public awareness on the importance of promoting and supporting workplace learning as one of the venues of addressing the employable skills gaps;
- Participate in the monitoring of the progress in the implementation of the Workplace Learning Policy.

Ministry of Education

The core roles and responsibilities of the Ministry of Education shall be those of putting in place and/or reviewing policy and legal framework for guiding workplace learning schemes in the education sector. It shall entail the following:

- Leading the process of putting in place legal and regulatory framework for apprenticeship training and attachments;
- Leading the process of adjusting curricula in the TVET and higher education sub-systems to ensure an equal distribution of attachment students in companies throughout the year;
- Ensuring that TVET and higher learning institutions are appropriately resourced to undertake their functions in the facilitation and supervision of attachments;
- Leading the process of designing a strategy and incentive packages for providing alternative practical learning schemes in TVET institutions for students who cannot be provided with industrial attachments;
- Leading the process of putting in place the legal framework for the compulsory establishment of advisory councils for TVET and higher learning institutions;
- Taking a lead role in the monitoring of pilot apprenticeship programs;
- If appropriate, participating in the process of developing the legal instrument for putting in place the proposed long-term private sector-driven institutional framework and the introduction of the levy-grant system for sustainable financing of the workplace learning;
- Leading the processes of regulation and certification including alignment apprenticeship programs to Rwanda TVET Qualification Framework (RTQF)
- Participate in the monitoring of the workplace learning policy implementation.

MINECOFIN

- As a Ministry in charge of national planning and finance, MINECOFIN shall be responsible for allocating the necessary budget required to implement various interventions provided under workplace learning policy.
- Leading the process of designing levy-grant system for sustainable financing of workplace learning in Rwanda;
- The Ministry shall also participate in the monitoring of the implementation of interventions envisaged in workplace learning policy.

MINICOM

- Participate in the process of raising awareness on the importance of workplace learning to the general public and also ensure that the private sector is on board and is fully acting as a partner in skills development in the country; Participate in the process of designing and adoption of a Levy-grant system that will ensure sustainable financing for workplace learning;
- Participate in the design a proposed institutional framework for workplace learning where the private sector will have strong influence
- The Ministry shall participate in the implementation /operationalization of the levy grant

**National Capacity Building Secretariat or Capacity Building and Employment Services Board)/ Industry Training Governance Board
Skills Development and Workplace Learning Unit**

The Skills Development and Workplace Learning Unit under NCBS/CESB shall grow out of the previous SSCs Secretariat in the NCBS and shall be responsible for the overall coordination and oversight of workplace learning activities in Rwanda. The operations of the unit shall be overseen by the Industry Training Governance Council (ITGC) which shall replace the current SSC Governance Board. Its functions in the implementation of the Workplace Learning Policy shall particularly include:

- Leading all efforts to coordinate and to further develop workplace learning in Rwanda;
- Oversee the process of developing a comprehensive M&E framework to track implementation of activities envisaged in the Workplace Learning Policy to deliver target policy actions;
- Leading the process of monitoring and evaluation of the implementation of the Workplace Learning Policy;
- Leading and facilitating the process of appointing members of the proposed sub-task Forces/operational sub-task forces for: (1) Cooperative Apprenticeship, (2) Modernized Traditional Apprenticeship and (3) Coordination of Internships and Attachments;
- Leading the process of coordinating implementation of professional internship programs in both private and public organizations
- Devise incentives packages for companies receiving/participating in the training of internees and attachees as well as apprentices;
- Facilitating the operations of the three sub-task Forces (apprenticeship; attachments and internship);
- Initiating the process of resource mobilization to facilitate implementation of activities envisaged in the workplace learning policy;
- Leading the process of raising public awareness on the importance of promoting and supporting workplace learning as one of the venues of addressing the employable skills gaps
- Participating in the process of raising awareness on the importance of workplace learning among employers (Private Sector) in Rwanda;
- Leading the process of facilitating research and disseminating research findings about workplace learning;
- Leading the process of preparing and implementing capacity building programs for addressing capacity gaps in line with the need to effectively implement interventions envisaged in workplace learning policy;
- Ensuring that the SSCs are involved in all matters to workplace learning
- Participate in the process of putting in place legal and regulatory framework for all types of workplace;
- Ensuring that relevant workplace learning policy related activities are mainstreamed within annual work plans of all institutions and organizations (in the public sector, private sector and CSOs) involved in the implementation of the Workplace Learning Policy;

- If appropriate, participating in the process of developing the legal instrument for putting in place the proposed long-term private sector-driven institutional framework and the introduction of the levy-grant system for sustainable financing of the workplace learning;
- Conduct all other activities necessary to coordinate and oversee the development of workplace learning in Rwanda.

Private Sector Federation

The roles and responsibilities of Private Sector Federation in the successful implementation of Workplace learning policy is indispensable given the fact that private sector practitioners are the owners of the industry and companies. Therefore, without the active role and visible cooperation of the PSF, developing workplace learning as an approach to training in Rwanda shall remain an unattainable goal. The following roles and responsibilities shall be handled under the ambit of PSF:

- Participate in the process of implementing of capacity building interventions for company supervisors of workplace learning schemes;
- Leading the process of public awareness creation about workplace learning in the private sector and mobilizing companies to participate in workplace learning;
- Actively participating in the process of putting in place legal and regulatory framework for workplace learning in Rwanda;
- Actively participate and own the process of developing the legal instrument for putting in place the proposed long-term private sector-driven institutional framework for workplace learning;
- Participate in design and implementation of the levy-grant system for sustainable financing of the workplace learning;
- Participating in the monitoring and evaluation of the workplace learning policy;
- Actively participate in decisions making at the level of the Industry Training Governance Council;
- Chairing the proposed Industry Training Governance Board that shall oversee activities to implement the Workplace Learning Policy;
- Forming part of the sub-Task Forces that shall be formed under the Industry Training Governance Council(ITGC);
- Actively participate in the process of implementing pilot “Modernized apprenticeship” and cooperative TVET training in Rwanda;
- Long run PSF will Mobilize and manage necessary resources from own funds to facilitate implementation of various activities envisaged in workplace learning policy;
- Participating in the process of raising public awareness on the importance of promoting and supporting workplace learning as one of the venues of addressing the skills gaps among the youths.

Sector Skills Councils

- Leading the development of occupational standards for apprenticeship training programs in the formal and informal sectors;

- Participating in the development of RPL for operators and learners in the informal sector;
- Participating in the Task Forces on cooperative apprenticeship training and modernized traditional apprenticeship training;
- Actively participating in the selection of occupations for pilot implementation of apprenticeship training;
- Participating in the awareness creation and mobilization of companies in their respective sectors to take part in workplace learning;
- Participate in the monitoring and evaluation of the workplace learning policy with special emphasis on activities in their respective sectors.
- Participate in assessment and certification of the graduates of workplace learning schemes

Workforce Development Authority

The specific roles and responsibilities of WDA remain these of a regulator and facilitator of TVET in the country and these shall involve:

- Putting in place training standards and ensuring their compliance by the TVET training providers in the country with respect to apprenticeship training;
- Participate in the process of putting in place legal and regulatory framework for workplace learning including attachment and apprenticeship (Cooperative and modernized apprenticeship);
- Actively participating in the Task Forces under the ITGC
- Leading the process of implementing pilot apprenticeship training programs both in the formal and informal sectors;
- Leading the process of monitoring pilot apprenticeship programs
- Leading the process of continuously reviewing the implementation and monitoring arrangements for the IAP in TVET;
- Participating in the process of adjusting curricula in the TVET and higher education sub-systems to ensure an equal distribution of attachment of students in companies throughout the year;
- Participating in the process of designing a strategy and incentive packages for providing alternative practical learning schemes (empowering production wings/units) in TVET institutions for students who cannot be provided with industrial attachments;
- Participating in the process of putting in place the legal framework for the compulsory establishment of governing boards for TVET and higher learning institutions;
- Taking a lead role in the monitoring of pilot apprenticeship programs;
- Participating in the monitoring of the workplace learning policy implementation.
- Leading the process of developing curricula and training plans, TLM and assessment tools and procedures for both and pilot “Modernized apprenticeship” and cooperating TVET training in Rwanda;

- Participate in the process of preparing capacity building programs for addressing capacity gaps in line with the need to effectively implement interventions envisaged in workplace learning policy;
- Leading the process of capacity building of TVET teachers for apprenticeship training;
- Participating in the process of mobilizing resources required for implementing activities envisaged in the workplace learning policy;
- Participating in the process of raising public awareness on the importance of promoting and supporting workplace learning as one of the venues of addressing the skills gaps among the youths;
- Leading the process of accreditation, assessment and certification in collaboration with the Private sector chambers and/or professional associations/bodies;
- Leading the process of recognizing skills and knowledge acquired informally through the system of Recognition of Prior Learning (PRL)

Higher Education Council

- Participating in the process of reviewing the existing curricula for High Education in Rwanda with a view to allowing flexibility on when students in their final academic years can undertake their Industrial attachments;
- Leading the process of developing standards, rules and quality assurance mechanisms for the development of attachments for higher education students;
- Participating in the monitoring and evaluation of the Workplace Learning Policy.

TVET institutions

- Participating in the delivery of apprenticeship training;
- Participating in the process of developing pilot apprenticeship training arrangements;
- Participating in the monitoring and evaluation of apprenticeship training programs;
- Facilitating the implementation of the IAP through design, identifying attachment places, supervising and evaluating industrial attachments;
- Contributing to the evaluation and revision of IAP formats, rules and procedures
- Facilitating in curricular revisions to ensure that attachment students are places in companies all year round.

Higher institutions of learning

- Facilitating the implementation of attachments of their students;
- Participating in the monitoring, evaluation and quality assurance of attachments;
- Contributing to the evaluation and revision of the attachment policies, formats, rules and procedures in the higher education system.

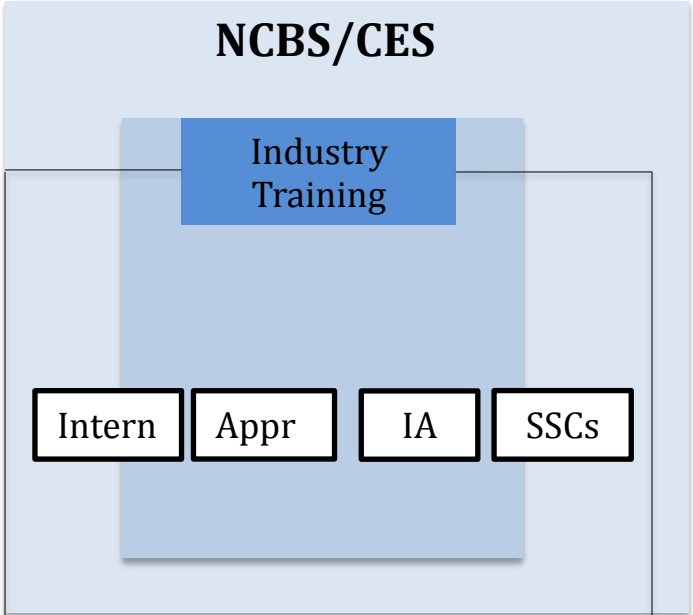
Proposed institutional arrangement for the implementation of workplace learning policy

Policy level

MINEDUC/MIFOTRA

Coordination

PSF
(chambers & associations)

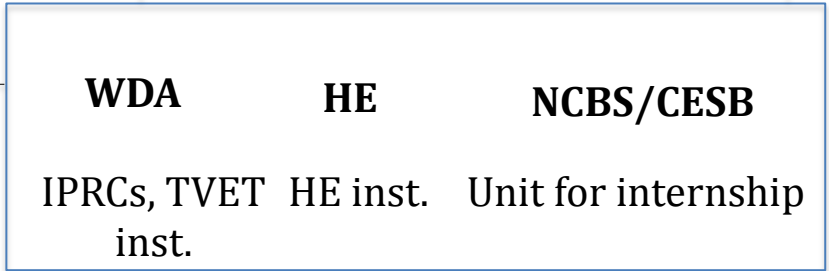


Partners
in WPL

companies

Coordination

Implementation



7.2 Implementation Plan

Policy area 1: Development of Modern Apprenticeship Training in the TVET Sector								
1.1 Introduction of a cooperative apprenticeship system in the formal sector								
Strategic objective	Major policy actions	Lead implementing Institution	Other implementing and stakeholder institutions	Year of implementation				
				1 st	2 nd	3 rd	4 th	5 th
SO 1.1: Develop and implement a pilot cooperative apprenticeship training program in selected sectors	<ul style="list-style-type: none"> Appoint and facilitate the work of an Apprenticeship Training Task Force 	NCBS/CESB	WDA, PSF, MIFOTRA, SSCs					
	<ul style="list-style-type: none"> Establish sector sub-sub-task forces of Apprenticeship Training Task Force in line with selected sectors 	NCBS/CESB	WDA, PSF, MIFOTRA, SSCs, IPRCs					
	<ul style="list-style-type: none"> Select occupations to be piloted for each of the trades selected under the pilot program 	NCBS/CESB	WDA, PSF, MIFOTRA, SSCs, IPRSs					
	<ul style="list-style-type: none"> Develop pilot apprenticeship programs, which includes: <ul style="list-style-type: none"> Development, if necessary, occupational standards Development of integrated cooperative curricula and company training plans, and TLM Agree on financial arrangements and contractual relationships Definition of roles and responsibilities of various stakeholders; Develop quality assurance and assessment and certification mechanisms Agreement on minimum eligibility criteria for participating companies and TVET supply institutions 	WDA	PSF, SSCs, NCBS/CEB, IPRSs					
	<ul style="list-style-type: none"> Implement and supervise pilot implementation 	WDA	PSF, SSCs, NCBS/CEB, IPRSs					
SO 1.2: Build capacities for individuals and institutions involved in the implementation of pilot cooperative apprenticeship	<ul style="list-style-type: none"> Develop and implement standardized training packages for company trainers and supervisors; 	WDA	PSF, NCBS/CEB, SSCs					
	<ul style="list-style-type: none"> Develop and implement training of participating trainers in TVET institutions 	WDA	IPRCs, SSCs					
	<ul style="list-style-type: none"> Conduct capacity building and awareness creation about apprenticeship training for members of the Apprenticeship Training Task Force and sub-sector groups, including study tours 	NCBS/CESB	PSF, SSCs, WDA					
SO1.3: Establish legal and regulatory framework for cooperative training program in Rwanda	<ul style="list-style-type: none"> Evaluate the pilot implementation of cooperative apprenticeship programs to identify appropriate practice for Rwanda 	NCBS/CESB	PSF, SSCs, WDA, IPRCs, MINEDUC					
	<ul style="list-style-type: none"> Develop legal and regulatory framework for cooperative apprenticeship training program in Rwanda 	MINEDUC	NCBS/CESB, PSF, SSCs, WDA, IPRCs, MIFOTRA					

1.2 Modernize traditional apprenticeship training in the informal sector									
Strategic objective	Major policy actions	Lead implementing Institution	Other implementing and stakeholder institutions	Year of implementation					
				1st	2nd	3rd	4th	5th	
SO 1.4: Pilot implementation of modernized traditional apprenticeship training in Rwanda	• Appoint and facilitate work of Traditional Apprenticeship Task Force to oversee the pilot program design and implementation	NCBS/CESB	PSF, SSCs, WDA, MIFOTRA						
	• Conduct research including study visits to inform pilot program design and implementation process, and design of pilot models	NCBS/CESB	PSF, SSCs, WDA, MIFOTRA						
	• Select trades and regions for pilot implementation based on evaluation of potential and considering gender equity	NCBS/CESB	PSF, SSCs, WDA, MIFOTRA						
	• Develop curricula, training plans, TLM and assessment tools to facilitate training and assessment of apprentices	WDA	PSF, SSCs, MIFOTRA, NCBS/CEB, IPRCs, local business associations						
	• Develop and implement capacity building packages for participating master trainers	WDA	PSF, SSCs, MIFOTRA, NCBS/CEB, IPRCs, local business associations						
	• Develop and implement supplementary training packages for apprentices including basic skills training, work readiness training, training in basic entrepreneurship skills, financial management, human resources management, right market attitude, among others	WDA	PSF, SSCs, IPRCs, NCBS/CEB, local business associations						
	• Coordinate and supervise pilot improved traditional apprenticeship training programs	WDA	NCBS/CEB, PSF, MIFOTRA, IPRCs, local business associations						
	• Conduct assessment in line with RTQF	WDA	PSF, SSCs						
SO 1.5: Mainstream modernized traditional apprenticeship training approach	• Conduct a comprehensive evaluation of results of the pilot implementation to identify the best model for Rwanda	NCBS/CESB	PSF, SSCs, WDA, MIFOTRA						
	• Develop a legal and regulatory framework for a modernized apprenticeship training approach	MINEDUC	NCBS/CESB, PSF, SSCs, WDA, MIFOTRA						
	• Roll-out improved traditional apprenticeship approach in the country	WDA	NCBS/CEB, PSF, MIFOTRA, IPRCs, local business associations						

Policy area 2: Improvement of System and Management of Attachments and Internships									
Strategic objective	Major policy actions	Lead implementing Institution	Other implementing and stakeholder institutions	Year of implementation					
				1 st	2 nd	3 rd	4 th	5 th	
SO 2.1: Provide workplace learning to an increasing number of students in the TVET and higher education sectors and the unemployed	• Adjust curricula in TVET and higher education to ensure that attachments are implemented all year round	MINEDUC	PSF, NCBS/CESB, WDA,HEC, HIL, IPRCs						
	• Design and implement incentives packages for educational institutions developing practical learning schemes in their respective production units and social and community projects	MINEDUC	PSF, NCBS/CESB, WDA,HEC, HIL, IPRCs						
	• Develop group insurance scheme for attachment students and interns	NCBS/CESB	MINEDUC, PSF, WDA,HEC,						
	• Facilitate internship opportunities to unemployed TVET and higher education graduates under the NYIP	NCBS	PSF, NCBS/CESB, WDA, HEC						
	• Monitoring and evaluation, and revision of NYIP	NCBS	PSF, NCBS/CESB, WDA, HEC						
SO 2.2: Improve the quality and relevance of attachments in Higher Education and TVET and improve the quality of internships	• Develop and adopt regulatory package for attachments in the higher education sector detailing all the necessary quality assurance aspects	HEC	PSF, WDA, NCBS/CESB, HIL						
	• Develop and introduce (including training of stakeholders) rules, formats and procedures for quality assurance and supervision of attachments provided to higher education students	HEC	PSF, WDA, NCBS/CESB, HIL						
	• Monitoring of IAP in TVET and make adjustments as necessary	WDA	PSF, IPRCs, NCBS/CESB, MIFOTRA						
	• Monitoring of attachment programs in the higher education sector and revisions as necessary	HEC	PSF, MIFOTRA, NCBS/CESB, HIL						
	• Provide funding to public TVET institutions for supporting industrial liaison officers and meeting costs related to the facilitation of attachments	MINEDUC	PSF, WDA, MINEDUC, NCBS/CESB, HEC						
	• Develop and implement a standard work readiness training module for attachment students and interns, including a package on training of trainers	NCBS/CESB	WDA, HEC, HIL, IPRCs, NCBS						
	• Develop and provide certified supervisory training packages for company supervisors, in cooperation with company training activities in policy area 1	PSF	NCBS/CESB, WDA, HEC						
SO 2.3: Ensure a coordinated approach for the development of	• Establish attachment and internship coordination task force and facilitate its operations	NCBS/CESB	PSF, WDA,HEC, NCBS						

attachment and internship programs									
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Policy area 3: Development of an Institutional Framework for Workplace Learning with Strong Private Sector Interest

Strategic objective	Major policy actions	Lead implementing Institution	Other implementing and stakeholder institutions	Year of implementation				
				1 st	2 nd	3 rd	4 th	5 th
SO 3.1: Strengthen the influence of employers in the operations of TVET and higher education institutions	<ul style="list-style-type: none"> Devise legal framework for the compulsory establishment of governing boards in TVET and higher education institutions 	MINEDUC	PSF, IPRCs, HEC, HIL					
SO 3.1: Capacity building of NCBS/CESB to implement the workplace learning policy	<ul style="list-style-type: none"> Prepare the administrative and legal requirements for the establishment of a dedicated organizational unit within NCBS/CESB for skills development and workplace learning 	MIFOTRA	MINEDUC, WDA, HEC, PSF, NCBS					
	<ul style="list-style-type: none"> Recruitment and capacity building of staff for the implementation of the workplace learning policy 	MIFOTRA	PSF					
SO 3.2: Ensure private sector influence in WPL through the Industry Training Governance Council(ITGC)	<ul style="list-style-type: none"> Establish ITGC: <ul style="list-style-type: none"> Develop regulations and TOR for the ITGB appoint chairperson and members Build capacities for board members 	MIFOTRA	PSF, MINEDUC, WDA, HEC					
	<ul style="list-style-type: none"> Facilitate board meetings 	NCBS/CESB	PSF, MIFOTRA					

Policy area 4: Creation of Sustainable Financing and Incentive Structures								
Strategic objective	Major policy actions	Lead implementing Institution	Other implementing and stakeholder institutions	Year of implementation				
				1 st	2 nd	3 rd	4 th	5 th
SO 4.1 Develop incentives for companies to participate in WPL	<ul style="list-style-type: none"> Undertake baseline research and agree on incentive packages after an extensive consultative process 	NCBS/CESB	NCBS/CESB, PSF, MINECOFIN, MINEDUC, MINICOM, MIFOTRA, RDB					
	<ul style="list-style-type: none"> Implement adopted incentive packages 	NCBS/CESB	NCBS/CESB, PSF, MINECOFIN, MINEDUC, MIFOTRA, others					
SO 4.2: Assess the feasibility of levy-grant mechanisms for WPL in Rwanda	<ul style="list-style-type: none"> Conduct feasibility study for a levy-grant system/sector levy grant mechanisms based on international experience 	MINECOFIN	NCBS/CESB, PSF, MINECOFIN, MINEDUC, MIFOTRA, others					
	<ul style="list-style-type: none"> Conduct design study for a levy-grant system 	MINECOFIN	NCBS/CESB, PSF, MINECOFIN, MINEDUC, MIFOTRA, others					
	<ul style="list-style-type: none"> Conduct comprehensive stakeholder consultations 	MINECOFIN	NCBS/CESB, PSF, SSCs					

Policy area 5: Knowledge and Awareness Creation									
Strategic objective	Major policy actions	Lead implementing Institution	Other implementing and stakeholder institutions	Year of implementation					
				1 st	2 nd	3 rd	4 th	5 th	
SO 5.1: Institutionalization of research and knowledge management structures	• Establish a research unit in NCBS/CESB	MIFOTRA	NCBS/CESB						
	• Build organizational and staff capacities in the communications in research and knowledge management unit	MIFOTRA	NCBS/CESB, PSF						
SO 5.2: Improve workplace learning in Rwanda	• Conduct systematic collection, documentation and publication of experience, good practices, role models and success stories	NCBS/CESB	PSF, WDA, HEC, SSCs, MIFOTRA, IPRCs, HIL, others						
	• Conduct assessments of costs and benefits of different workplace learning schemes	NCBS/CESB	PSF, SSCs, MIFOTRA, MINDUC, WDA, IPRCs, HIL						
SO 5.3: Awareness creation about WPL opportunities and benefits	• Develop communications strategy	NCBS/CESB	PSF						
	• Awareness creation activities, including mass media presence, targeted PR events,	NCBS/CESB	Print and electronic media, PSF, MIFOTRA, MINEDUC, WDA, HEC						
	• Creation and population of webpage	NCBS/CESB	PSF						
	• Public recognition schemes for employers with outstanding performance	MIFOTRA	NCBS/CESBPSF, PMO, MINEDUC,						

8 Financial Implications

The Ministry of Public Service and Labour shall be tasked with providing oversight and coordination in the implementation of workplace learning policy, though all concerned Ministries and agencies shall contribute through their own budgets.

Currently, funding for workplace learning activities mainly come from the government and development partners. In line with the need to implement the Workplace Learning Policy, Government shall in the short term (1 to 5 years) commit itself to increase its budget spent on activities related to workplace learning before the private sector takes the lead to manage and finance training activities at workplace. In the first five years of implementing this policy the Government will increase its budget to the tune of approximately 27 million US dollars.

9 Legal Implications

The adoption of the Workplace Learning Policy shall result in new legal commitments and/or obligations for the Government of Rwanda since the implementation of some interventions envisaged in this policy paper shall require developing and/or reviewing the existing legal instruments that regulate workplace learning in Rwanda.

New legal/regulatory stipulations framework need to be effected to enable the NCBS to implement the coordinative and oversight role in the implementation of the Workplace Learning Policy. In the long run, a new Workplace Learning legal and regulatory framework will need to be developed that places the private sector in “a driver’s seat” in as far as developing workplace learning is concerned.

The Workplace Learning Policy calls for the development of a comprehensive legal and regulatory framework for apprenticeship training, to be developed only after pilot implementations have proven the appropriate arrangements for Rwanda. The legal and regulatory framework is expected to clearly spell out different roles and responsibilities of various stakeholder organizations in the private sector and the public sector, and of individual companies, in the implementation of apprenticeship training. The present stipulations in the Labour Law concerning the rights and responsibilities of employers, apprentices and intern, will remain valid. Pilot implementation of apprenticeship programs both in the formal and informal sectors will show whether modifications of the current legal provisions under the Labour Law are required to improve workplace learning in Rwanda.

The possible introduction and management of the levy-grant system cannot be launched in Rwanda with no clear legal instrument to enforce it. There is therefore a need to develop an appropriate legal framework that clearly articulates design and management of levy-grant system in the country, should research and consultative processes demonstrate the feasibility and acceptability of such as levy-grant system for Rwanda.

10 Impact on Business

The successful implementation of policy actions envisaged under this policy shall render the Rwandan workforce, especially the youth, with more employability skills and increased competitiveness at local and regional labour markets. Improved quality of the workforce shall not only further enhance production and productivity but also increase employment opportunities, which in the end would spur economic growth. The industry and private companies shall also benefit from cost reductions resulting from reduced overhead costs related to competent and yet cheap labour on the local markets.

The implementation of the Workplace Learning Policy shall visibly contribute to national employment targets (200.000 per annum) envisaged under the National Employment Program (NEP). If the 200.000 employment creation is realized every year, this would have a great business impact at both individual and national levels. The business impact shall feature inform of increased incomes earned from self-employment and/or employment opportunities created by the existing and the newly created ones as a result of the development outcomes realized from the implementation of WPL policy.

11 Handling Plan/Communication Strategy

As part of Policy Area 5 of this policy, a communications strategy will be developed and implemented to raise awareness about the importance of workplace learning among the general population and disseminate key information packages to stakeholders involved in promoting and implementing activities related to workplace learning at all levels. The Workplace Learning Policy envisages different interventions that target public awareness raising campaigns on the importance of workplace learning as one of the potential venues for training and exposing learners to the real work environment.

Several media of communication shall be used to raise public awareness on workplace learning with a view to mobilizing for support and ownership by all stakeholders especially the private sector practitioners.

Annex 1: Summary Indicative Costings for WPL policy (in US Dollars)

Summary Costings for Policy Area 1							
	Policy Action	Year 1	Year 2	Year 3	Year 4	Year 5	Total
1.1.1.	Task Force for Pilot Program Implementation	22.88	15.50	11.81	4.43	4.43	59.04
1.1.2.	Agree on occupational programs to be piloted	21.30	12.07	1.00			34.37
1.1.3.	Development and Implementation of Cooperative Training Programs	111.81	261.62	337.64	413.65	377.86	1,502.57
1.2.1.	Capacity building of different actors in cooperative training	58.01	99.85	158.89	188.41	181.70	686.86
1.3.1.	Evaluation of Pilot Cooperative Programs				42.07	78.97	121.03
1.3.2.	Legal and Regulatory Environment					25.83	25.83
1.4.1.	Traditional Apprenticeship Task Force	2.21	2.21	2.21	2.21	2.21	11.07
1.4.2.	Research to inform program design and selection of trades and regions	103.32					103.32
1.4.3.	Preparation of Programs: Development of curricula, training plans, TLM, assessment tools	79.70	79.70	79.70	79.70	79.70	398.52
1.4.4.	Capacity building packages for master trainers		826.56	826.56	826.56	826.56	3,306.24
1.4.5.	Supplementary Training packages for apprentices		73.80	132.84	191.88	250.92	649.44
1.4.6.	Coordination and supervision of pilot implementation		3.00	3.00	3.00	3.00	12.00
1.4.7.	RPL Assessment		166.05	184.50	258.30	332.10	940.95
1.5.1.	Evaluation of TA pilot experience					81.18	81.18

1.5.2.	Legal and regulatory framework for a modernized apprenticeship training approach					7.38	7.38
1.5.3.	Roll-out of TA approach						
	Sub-total 1	399.22	1,540.37	1,738.15	2,010.21	2,251.83	7,939.79

Summary Costings for Policy Area 2							
No	Policy Action	Year 1	Year 2	Year 3	Year 4	Year 5	Total
2.1.1.	Adjust curricula in TVET and higher education	2.21	2.21	0.00	0.00	0.00	4.43
2.1.2.	Incentive packages for alternative practical learning schemes	369.37	369.37	369.37	369.00	369.00	1,846.11
2.1.3.	Group insurance scheme	7.38	7.38	7.38	7.38	7.38	36.90
2.1.4.	NYIP	371.07	461.07	611.07	761.07	911.07	3,115.35
2.1.5.	NYIP Monitoring	4.76	8.75	4.76	8.75	4.76	31.78
2.2.1.	Regulation for attachments in higher education	5.17	14.02	0.00	0.00	0.00	19.19
2.2.2.	Rules, format, procedures for QA, supervision, in HE	0.00	8.86	10.33	0.00	0.00	19.19
2.2.3.	Monitoring/revision of IAP	7.38	7.38	7.38	7.38	7.38	36.90
2.2.4.	Monitoring/revision of HE	0.00	0.00	0.00	1.48	1.48	2.95
2.2.5.	Funding for TVET institutions to facilitate IAP	321.40	692.80	1,235.60	1,678.40	1,678.40	5,606.60

2.2.6.	Standard work readiness training module - development and implementation	14.02	19.93	19.93	19.93	0.00	73.80
2.2.7.	Develop/provide certified training for company supervisors	75.28	75.28	23.62	23.62	23.62	221.40
2.3.1.	Attachment/internship coordination task force	0.74	0.74	0.74	0.74	0.74	3.69
	Sub-total	1,178.77	1,667.78	2,290.17	2,877.74	3,003.82	11,018.28

Summary Costing for Policy Area 3

No	Policy Action	Year 1	Year 2	Year 3	Year 4	Year 5	Total
3.1.1.	Legal framework / compulsory governing boards in educational institutions	5.17	0.00	0.00	0.00	0.00	5.17
3.2.1.	Administrative/legal requirements for Industrial Training Secretariat (ITS)	3.69	3.69	0.00	0.00	0.00	7.38
3.2.2.	Capacity Development of ITS	0.00	34.14	45.00	36.00	36.00	151.13
3.3.1.	Establish ITGC, facilitate meetings	1.11	1.48	1.48	1.48	1.48	7.01
3.3.2.	Evaluation/concept study for further development of institutional set-up	0.00	0.00	0.00	42.07	42.07	84.13
	Total	9.96	39.31	46.47	79.54	79.54	254.82

Summary Costings for Policy Area 4

No	Policy Action	Year 1	Year 2	Year 3	Year 4	Year 5	Total
4.1.1	Baseline research/consultation incentive packages	0.00	23.62	23.62	1.48	0.00	48.71

4.1.2.	Implement incentives	0.00	0.00	0.00	22.14	22.14	44.28
4.2.1.	Feasibility for levy-grant system	0.00	62.73	62.73	0.00	0.00	125.46
4.2.2.	Design study for levy grant system	0.00	0.00	0.00	44.28	62.73	107.01
4.2.3.	Stakeholder Consultations	0.00	0.00	0.00	14.76	14.76	29.52
	Sub-Total	0.00	86.35	86.35	82.66	99.63	354.98

Summary Costings for Policy Area 5

No	Policy Action	Year 1	Year 2	Year 3	Year 4	Year 5	Total
5.1.1.	Establish communications/research unit	0.00	2.50	7.43	5.93	5.93	21.78
5.1.2.	Organizational and staff capacity development communications research unit	0.00	14.76	14.76	0.00	0.00	29.52
5.2.1.	Data collection	0.00	3.00	5.00	7.00	7.00	22.00
5.2.2.	Research: cost benefits assessment and other research	0.00	0.00	47.23	47.23	47.23	141.70
5.3.1.	Develop communications strategy	0.00	23.62	23.62	0.00	0.00	47.23
5.3.2.	Awareness creation mass media and different events	0.00	5.00	15.00	15.00	15.00	50.00
5.3.3.	Webpage	0.00	2.50	0.50	0.50	0.50	4.00
5.3.4.	Public recognition schemes	0.00	0.00	11.07	11.07	11.07	33.21
	Sub-total	0.00	51.38	124.61	86.73	86.73	349.44

Summary Cost of Workplace Learning Policy

	Year 1	Year 2	Year 3	Year 4	Year 5	Total
1 - Development of Modern Apprenticeship Training	399.22	1,540.37	1,738.15	2,010.21	2,251.83	7,939.79
2 - Improvement of Systems and Management of Internship and Attachments	1,178.77	1,667.78	2,290.17	2,877.74	3,003.82	11,018.28
3 - Institutional Framework	9.96	39.31	46.47	79.54	79.54	254.82
4 - Sustainable Financing and Incentives		86.35	86.35	82.66	99.63	354.98
5 - Knowledge and Awareness Creation		51.38	124.61	86.73	86.73	349.44
Grand-Total (in US Dollars)	1,587.96	3,385.18	4,285.75	5,136.87	5,521.55	19,917.31
Grand total in (in “000” Rwandan Francs) US\$ (1US\$ = 738 RWF)	2,151,710	4,586,960	5,807,244	6,960,530	7,481,776	26,988,220

Annex 2: Monitoring and Evaluation plan

	Indicator	Target over five years	Year 1	Year 2	Year 3	Year 4	Year 5	MoV
Policy Area 1: Development of Modern Apprenticeship Training in the TVET Sector	Number of students graduated from modern apprenticeship training	10,000 (at least 50% female)		1,000 (at least 50% female)	2,000 (at least 50% female)	3,000 (at least 50% female)	4,000 (at least 50% female)	WDA MIS
Sub-Policy Area A: Introduction of a cooperative apprenticeship system in the formal sector	No of apprenticeship pilots completed	8	1	2	2	2	1	WDA M&E system
SO 1.1: Develop and implement a pilot cooperative apprenticeship training program in selected sectors								
<ul style="list-style-type: none"> Appoint and facilitate the work of an Apprenticeship Training Task Force 	Task Force meetings	12 per annum	12	12	12	12	12	Minutes
<ul style="list-style-type: none"> Establish sector sub-groups of Apprenticeship Training Task Force in line with selected sectors 	Meetings of sub-groups	3/annum/program	3	9	15	21	24	Minutes
<ul style="list-style-type: none"> Select occupations to be piloted for each of the trades selected under the pilot program 	Occupations selected	8	4	4				Minutes of Task Force
<ul style="list-style-type: none"> Develop pilot apprenticeship programs, which includes: <ul style="list-style-type: none"> Development, if necessary, occupational standards Development of integrated cooperative curricula and company training plans, and TLM Agree on financial arrangements and contractual relationships Definition of roles and responsibilities of various stakeholders; Develop quality assurance and assessment and certification mechanisms Agreement on minimum eligibility criteria for participating companies and TVET supply institutions 	Training packages available	8 training packages	1	2	2	2	1	Training packages documents
<ul style="list-style-type: none"> Implement and supervise pilot implementation 								
SO 1.2: Build capacities for individuals and institutions involved in the implementation of pilot cooperative apprenticeship								
<ul style="list-style-type: none"> Develop and implement standardized training packages for company trainers and supervisors; 	No of company trainers/supervisors trained	120	10	30	30	30	20	WDA MIS
<ul style="list-style-type: none"> Develop and implement training of participating trainers in TVET institutions 	No of TVET trainers trained	80	10	20	20	20	10	WDA MIS

	Indicator	Target over five years	Year 1	Year 2	Year 3	Year 4	Year 5	MoV
<ul style="list-style-type: none"> Conduct capacity building and awareness creation about apprenticeship training for members of the Apprenticeship Training Task Force and sub-sector groups, including study tours 	No of experts and stakeholders trained	65	20	15	15	15		NCBS MIS
SO1.3: Establish legal and regulatory framework for cooperative training program in Rwanda		Legal framework adopted					Legal framework adopted	GoR Gazette
<ul style="list-style-type: none"> Evaluate the pilot implementation of cooperative apprenticeship programs to identify appropriate practice for Rwanda 		Evaluation report discussed				Consultancy team appointed	Final report approved	Report document
<ul style="list-style-type: none"> Develop legal and regulatory framework for cooperative apprenticeship training program in Rwanda 		Draft legal framework					Draft law available	Legal documents
Sub-Policy Area B: Modernize traditional apprenticeship training in the informal sector	No of MSEs targeted through modernized TA							
SO 1.4: Pilot implementation of modernized traditional apprenticeship training in Rwanda								
<ul style="list-style-type: none"> Appoint and facilitate work of Traditional Apprenticeship Task Force to oversee the pilot program design and implementation 	Task Force meetings	30	6	6	6	6	6	Minutes
<ul style="list-style-type: none"> Conduct research including study visits to inform pilot program design and implementation process, and design of pilot models 	Study report			Report available				Report document
<ul style="list-style-type: none"> Select trades and regions for pilot implementation based on evaluation of potential and considering gender equity 	No of identified different locations for pilot implementation	100	10	20	30	40	50	Task Force minutes
<ul style="list-style-type: none"> Develop curricula, training plans, TLM and assessment tools to facilitate training and assessment of apprentices 	No of training packages	10	2	2	2	2	2	Training packages
<ul style="list-style-type: none"> Develop and implement capacity building packages for participating master trainers 	No of master trainers capacitated	2000	0	500	500	500	500	Contracts
<ul style="list-style-type: none"> Develop and implement supplementary training packages for apprentices including basic skills training, work readiness training, training in basic entrepreneurship skills, financial management, human resources management, right market attitude, among others 	Number of apprentices provided with training	10,000 (at least 50% female)	0	1,000 (at least 50% female)	2,000 (at least 50% female)	3,000 (at least 50% female)	4,000 (at least 50% female)	WDA MIS
<ul style="list-style-type: none"> Coordinate and supervise pilot improved traditional apprenticeship training programs 	Supervision reports	Annual supervision report						
<ul style="list-style-type: none"> Conduct assessment in line with RTQF 	No of assessments	12,000 (50% female)	0	1,500 (50% female)	2,500 (50% female)	3,500 (50% female)	4,500 (50% female)	WDA MIS

	Indicator	Target over five years	Year 1	Year 2	Year 3	Year 4	Year 5	MoV
SO 1.5: Mainstream modernized traditional apprenticeship training approach		Mainstreaming Plan available					Mainstreaming Plan available	
<ul style="list-style-type: none"> Conduct a comprehensive evaluation of results of the pilot implementation to identify the best model for Rwanda 	Report					Consultants identified	Report approved and discussed	Report document
<ul style="list-style-type: none"> Develop a legal and regulatory framework for a modernized apprenticeship training approach 	Legal documents						Legal framework prepared	Draft legal documents
<ul style="list-style-type: none"> Roll-out improved traditional apprenticeship approach in the country 								
Policy area 2: Improvement of System and Management of Attachments and Internships								
SO 2.1: Provide workplace learning to an increasing number of students in the TVET and higher education sectors and unemployed youth	No of youth completed workplace learning							
<ul style="list-style-type: none"> Adjust curricula in TVET and higher education to ensure that attachments are implemented all year round 	Attachment plans		New attachment plan available					
<ul style="list-style-type: none"> Design and implement incentives packages for educational institutions developing practical learning schemes in their respective production units and social and community projects 	No of institutions supported	250	50	50	50	50	50	Reports of institutions
<ul style="list-style-type: none"> Develop group insurance scheme for attachment students and interns 		All youth in WPL insured	Group insurance policy signed					Police document
<ul style="list-style-type: none"> Facilitate internship opportunities to unemployed TVET and higher education graduates under the NYIP 	No of NYIP beneficiaries	10,200 (at least 50% fem.)	1,200 (at least 50% fem.)	1,500 (at least 50% fem.)	2,000 (at least 50% fem.)	2,500 (at least 50% fem.)	3,000 (at least 50% fem.)	NCBS MIS
<ul style="list-style-type: none"> Monitoring and evaluation, and revision of NYIP 	No of evaluation reports							Report document
SO 2.2: Improve the quality and relevance of attachments and internships								
<ul style="list-style-type: none"> Develop and adopt regulatory package for attachments in the higher 				Regulation				Legal

	Indicator	Target over five years	Year 1	Year 2	Year 3	Year 4	Year 5	MoV
education sector detailing all the necessary quality assurance aspects				s adopted				documents
<ul style="list-style-type: none"> Develop and introduce (including training of stakeholders) rules, formats and procedures for quality assurance and supervision of attachments provided to higher education students 			QA package prepared					Document
<ul style="list-style-type: none"> Monitoring of IAP and revisions as necessary 	Monitoring reports	2			1		1	Report documents
<ul style="list-style-type: none"> Monitoring of attachment programs in the higher education sector and revisions as necessary 	Monitoring reports	4		1	1	1	1	Report documents
<ul style="list-style-type: none"> Provide funding to public TVET institutions for supporting industrial liaison officers and meeting costs related to the facilitation of attachments 	No of institutions supported	350	100	250	350	350	350	Budget document
<ul style="list-style-type: none"> Develop and implement a standard work readiness training module for attachment students and interns, including a package on training of trainers 	No of trainers/teachers trained in readiness programs	300	30	90	90	90	0	Training reports
<ul style="list-style-type: none"> Develop and provide certified supervisory training packages for company supervisors, in cooperation with company training activities in policy area 1 	No of company supervisors/trainers trained	1,000	200	200	200	200	200	Training reports
SO 2.3: Ensure a coordinated approach for the development of attachment and internship programs								
<ul style="list-style-type: none"> Establish attachment and internship coordination task force and facilitate its operations 	Task Force meetings	2 annually	2	2	2	2	2	Task Force minutes
Policy area 3: Development of an Institutional Framework for Workplace Learning with Strong Private Sector Interest								
SO 3.1: Strengthen the influence of employers in the operations of TVET and higher education institutions								
<ul style="list-style-type: none"> Devise legal framework for the compulsory establishment of governing boards in TVET and higher education institutions 	% of education institutions with governing board	100%		20%	40%	60%	100%	
	Legal documents	Legal framework developed	Legal framework approved					
SO 3.1: Capacity building of NCBS/CESB to implement the workplace learning policy								
<ul style="list-style-type: none"> Prepare the administrative and legal requirements for the establishment of a dedicated organizational unit within NCBS/CESB for skills development and workplace learning 	WPL unit functional	WPL unit functional						GoR establishment

	Indicator	Target over five years	Year 1	Year 2	Year 3	Year 4	Year 5	MoV
• Recruitment and capacity building of staff for the implementation of the workplace learning policy	No of staff working in unit	4	0	3	4	4	4	Work contracts
SO 3.2: Ensure private sector influence in WPL through the Industry Training Governance Board (ITGB)								
• Establish ITGB: <ul style="list-style-type: none"> • Develop regulations and TOR for the ITGB • appoint chairperson and members • Build capacities for board members 	Board established		Board established					Appointment letters
• Facilitate board meetings	No of meetings	19	3	4	4	4	4	Minutes of meetings
Policy area 4: Creation of Sustainable Financing and Incentive Structures								
SO 4.1 Develop incentives for companies to participate in WPL								
• Undertake baseline research and agree on incentive packages after an extensive consultative process		Agreement on incentives		Report discussed	Agreement on incentive package			Legal document
• Implement adopted incentive packages	No of companies receiving incentives	X number of companies				X	X	Approval documents
SO 4.2: Assess the feasibility of levy-grant mechanisms for WPL in Rwanda								
• Conduct feasibility study for a levy-grant system/sector levy grant mechanisms based on international experience	Study report				Feasibility study ready and discussed			Report document
• Conduct design study for a levy-grant system	Concept document						Levy-grant concept available	Report document
• Conduct comprehensive stakeholder consultations	No of stakeholder consultation events	4				2	2	Workshop reports
Policy area 5: Knowledge and Awareness Creation								
SO 5.1: Institutionalization of communication structures								
• Establish a communications and research unit in NCBS/CESB	Admin structure							

	Indicator	Target over five years	Year 1	Year 2	Year 3	Year 4	Year 5	MoV
	approved							
<ul style="list-style-type: none"> Build organizational and staff capacities in the communications and research unit 	Staff recruited							
SO 5.2: Improve the knowledge base about workplace learning in Rwanda								
<ul style="list-style-type: none"> Conduct systematic collection, documentation and publication of experience, good practices, role models and success stories 	No of publications	X	X	X	X	X	X	
<ul style="list-style-type: none"> Conduct assessments of costs and benefits of different workplace learning schemes 	No of studies	X	X	X	X	X	X	
SO 5.3: Awareness creation about WPL opportunities and benefits								
<ul style="list-style-type: none"> Develop communications strategy 	Strategy available		Strategy approved					
<ul style="list-style-type: none"> Awareness creation activities, including mass media presence, targeted PR events, etc 	No of events and media appearances	X	X	X	X	X	X	
<ul style="list-style-type: none"> Creation and population of webpage 	Clicks of webpage	X	X	X	X	X	X	Web report
<ul style="list-style-type: none"> Public recognition schemes for employers with outstanding performance 	No of events	One award event annually		1	1	1	1	Media reports